REPORT RESUMES

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CENTRAL LIBRARY SERVICES IN MONROE COUNTY, THE PROBLEM OF FISCAL EQUITY.

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ROCHESTER BUREAU OF MUNICIPAL RESEARCH INC., N.Y.

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PART OF A LONG-TERM STUDY OF CITY-COUNTY FISCAL RELATIONSHIPS WITHIN MONROE COUNTY, THIS REPORT IS CONCERNED SOLELY WITH PUBLIC POLICY, ESPECIALLY IN THE CONTEXT OF FINANCIAL SUPPORT AND STRUCTURAL ADEQUACY. THE MAJOR OBJECTIVE OF THE STUDY WAS TO DEFINE THE AREAS OF FINANCIAL NEED AND TO RELATE THESE TO THE OVER-ALL OBJECTIVES OF THE LIBRARY SYSTEM. IT WAS FOUND THAT BECAUSE OF INADEQUATE COUNTY-WIDE FINANCING OF THE MONROE COUNTY LIBRARY SYSTEM (MCLS) SERVICE, MCLS HAS BEEN SIGNIFICANTLY LIMITED IN ALL ITS ACTIVITIES. MAJOR PROBLEMS ARE SEEN AS--(1) PUBLIC USE OF THE MAIN LIBRARY WITH NO REIMBURSEMENT, (2) INADEQUATE REIMBURSEMENT OF SERVICES WHICH ROCHESTER PUBLIC LIBRARY (RPL) PROVIDES THROUGH CONTRACT, (3) NO PROVISION WITHIN THE CONTRACTS FOR THE SERVICES RPL PROVIDES ON A DE FACTO BASIS, (4) INEQUITIES IN GENERAL SUPPORTIVE SERVICES SUCH AS ADMINISTRATION, AND (5) SERVICES WHICH ARE PROVIDED DIRECTLY BY MCLS HEADQUARTERS WHICH ARE NOT EXTENDED EQUALLY TO RPL UNITS AND RESIDENTS. RECOMMENDATIONS INCLUDE--(1) REVISION OF THE CONTRACT BETWEEN MCLS AND RLP TO ESTABLISH COMPLETE FISCAL EQUITY, (2) DESIGNATING MONROE COUNTY AS THE MAIN SOURCE OF FUNDS TO SOLVE FISCAL EQUITY PROBLEMS, (3) PROVIDING ADDITIONAL FUNDS TO INCREASE MCLS HEADQUARTERS STAFF ACTIVITIES AND TO DOUBLE ITS CASH GRANT PROGRAM, AND (4) DESIGNATING MONROE COUNTY AS THE FINANCIAL SOURCE FOR RENOVATION AND EXPANSION OF THE CENTRAL LIBRARY BUILDING. APPENDICES INCLUDE THE MONROE COUNTY LEGISLATURE'S RESOLUTION ON LIBRARY SERVICES AND LIBRARY FINANCIAL TABLES FOR THE SYSTEM. (JB)

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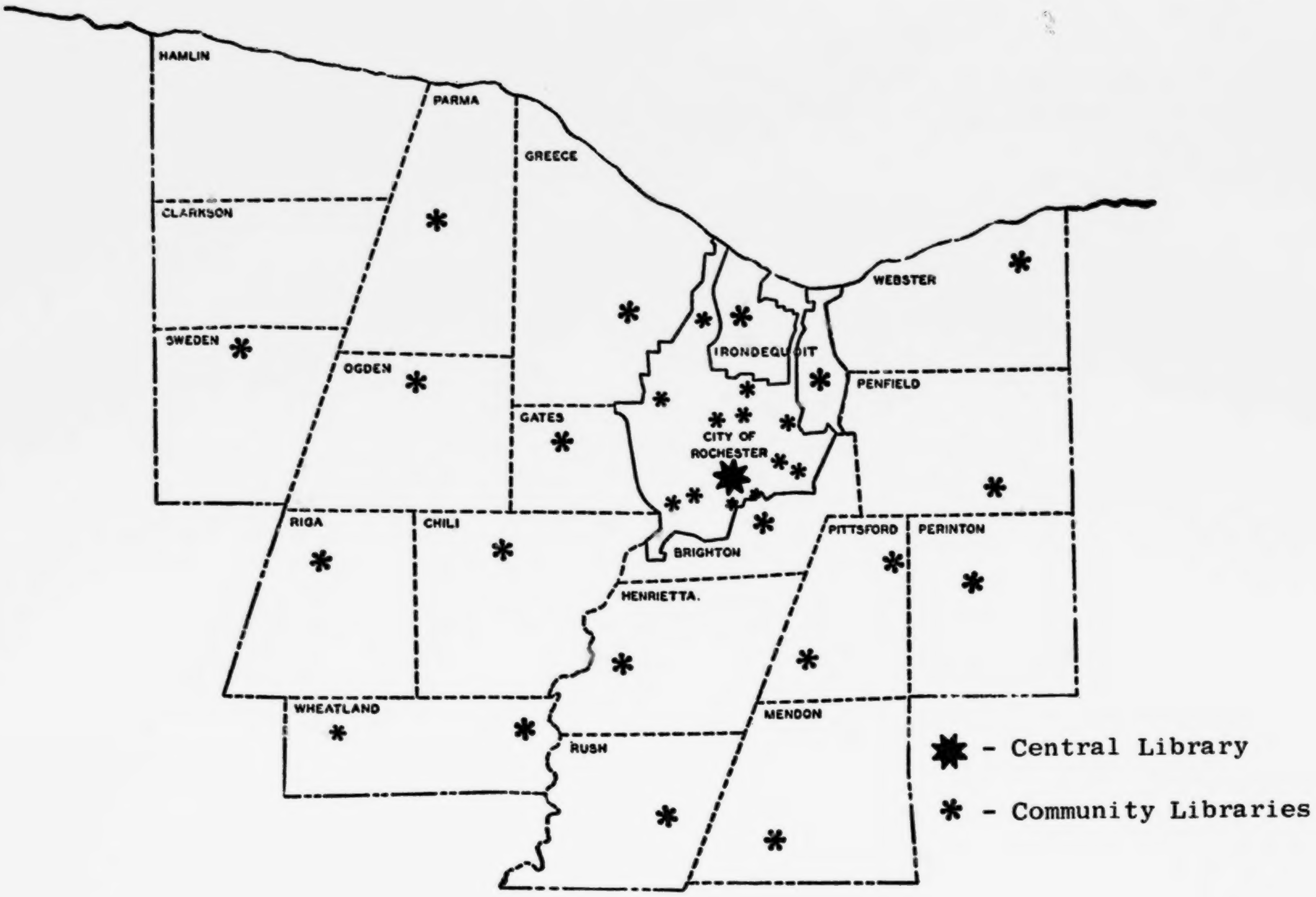
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CENTRAL LIBRARY SERVICES IN MONROE COUNTY

The Problem of Fiscal Equity

Study and Report Prepared by

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In particular we should like to thank Harold S. Hacker, Director of both RPL and MCLS, who was our primary source of information and moral support throughout most of this study. Mr. Hacker is a nationally acclaimed innovator in the field of library administration. The findings of this report attest to his outstanding leadership in the development of the library network in the Rochester area. We are, both as citizens and collaborators, extremely grateful to him.

We should also like to thank the following individuals who provided us with valuable assistance during this study: Edwin Holmgren, Emily Rowe, and Virginia Miller, Assistant Directors of RPL, and Rosemary Schifferli, Assistant Director of MCLS; Marguerite Eakin, Mary Cashman, Robert Barnes and Alan Kusler of RPL; Madeline Wenkert and Kathlyn Adams of MCLS. We are indebted to Elma Schuele and Marjorie Caldwell, secretaries to the Director of RPL and MCLS, for their constant helpfulness. In the event that we have inadvertently omitted anyone's name, we sincerely apologize.

It is understood, of course, that none of the above individuals are in any way responsible for any of the statements or findings contained in this report.

CHAPTER 1

INTRODUCTION AND SUMMARY

This report on central library services is part of a large, long-term study by the Research Bureau of city-county fiscal relationships within Monroe County. This larger study, when completed, will cover a number of functional areas, e.g., the Municipal Museum (already completed), Highways and Bridges (to be completed shortly), Vital Statistics, Probation, Police, Weights and Measures to name only a few of the studies slated for early release.

Central to the "philosophy" of the city-county study series is the notion that each service area must be studied as a separate entity. There is no overall formula which is being applied universally in studying all of these services--either in the research methodology used or in the solutions presented. This is in recognition of the many alternative ways of achieving the objectives and benefits of a metro approach to governmental functions and of fiscal equity among local governments.

This report, although dealing with a rather complex series of relationships, has a simple and well-defined task. Unlike the municipal museum, no immediate need for major structural changes in the current library system is perceived. The problem of finding a more equitable and adequate library system has been viewed as primarily a problem of financing. The major task of the report has been an attempt to define the particular areas of financial need and to relate these to the long-term objectives of the library system and of the public interest as we see them.

To a large extent, our task has been simplified by a very welcome series of events which have taken place since this study was undertaken. On

October 3, 1967, the Legislature of Monroe County passed a resolution which recognized the existence of a major fiscal equity problem in central library services in Monroe County. This resolution set into motion a negotiating process, to commence early in 1968, whereby the city and county are to define the extent of central library services to be financed on a countywide basis. In January, 1969, the county would reimburse the city for 100% of the cost of those services agreed upon in the March negotiations, as determined after an audit of operating costs for the six month period starting July 1, 1968. While the cost of this agreement is yet to be determined, it will probably be in the vicinity of one million dollars annually. Furthermore, this agreement will be made entirely within the context of existing administrative and contractual relationships.

The passage of this resolution caused some changes in the emphasis of this report. The resolution reinforced the maintenance of the existing federational and contractual structure of the county library system and essentially maintained the present functional role of the Rochester Public Library (RPL). This narrowed our task considerably: it no longer became necessary to establish the problem of fiscal inequity. Nor is it necessary to explore, in any depth, possible alternatives to the present system of providing library services.

In fact, the line of solution chosen by the library boards of the Rochester Public Library (RPL) and Monroe County Library System (MCLS), endorsed by the Rochester City Council, and enacted by the county legislature, conforms remarkably to the tentative solutions which the Research Bureau was pursuing at that time. The Bureau was consulted before the resolution was passed and our director testified at that time that the resolution was entirely acceptable. Acutally, the solution chosen is extremely logical and represents a milestone, both in the history of metropolitan government in this area, as well as in the national effort towards achieving metroplitan fiscal equity and adequacy in the provision of metropolitan library services.

In short, the purpose of this report is now informational rather than advocative. It is intended as a reference source to those who will be making the vital decisions affecting the future of the county library system rather than as an in-depth policy paper. Nevertheless, the report does point up some areas for future policy consideration, beyond those alreay mentioned in the fiscal equity decisions. In particular, the Bureau is greatly concerned over the whole future of all library services provided under the umbrella of the Monroe County Library System (MCLS), not just those provided out of the Rochester Public Library (RPL). The report makes quite clear that we view the fiscal problems of the system as touching upon all library services, central as well as local; it is felt that it would be foolish to view the problem merely as one of city-county equity but also as an opportunity for a fundamental review of the future of library services in Monroe County.

It should be made clear that the report does not claim any great depth, even within its relatively limited emphasis on fiscal structure. The analysis contained within this report can only capture a small portion of the essence of the system. Moreover, as far as the services are concerned, this report has dealt with the subject very indirectly if at all. This point should be emphasized: this report does not claim to be making any reflections whatsoever, either positively or negatively, on the services provided in any outlet of the Monroe County Library System (MCLS). Our concern is purely that of public policy, especially in the context of financial support and structural adequacy.

Nevertheless, one cannot help but be impressed by the degree of functional unity, the dedication, and the level of services offered by the system as a whole. Underlying the whole report was the realization that the present system worked very well from a functional and organizational standpoint. This confidence was underlined by the near unanimity of the county legislature's vote on the fiscal equity resolution. Such unanimity is almost unprecedented for a policy decision of such magnitude on any level of government.

Following is a brief summary of the findings and recommendations of the report. This summary is intended only as a rough outline. Those wishing a more intensive analysis and treatment should turn to the individual chapters. Chapters 2,3 and 4 contain descriptions of the organization, services and financing of the Monroe County Library System (MCLS). Chapter 5 contains a discussion of the short term findings and recommendations of the study. Chapter 6 contains a brief discussion of long-range considerations and objectives. Contained within the appendix are copies of the three Pioneer Library System contracts, financial tables relating to city, county and town library finances, and a copy of the October 3 library fiscal equity resolution of the Monroe County Legislature.

SUMMARY

(This discussion does not deal with the regional five county Pioneer Library System.)

The Monroe County Library System (MCLS) was founded in 1952, largely in response to the existence of state aid funds which were made available in an act of 1950 to library systems. The original intention in forming the system was two-fold: to make available to the town libraries within the county the benefits of the central book and technical services of the then forty-year-old Rochester Public Library (RPL) and also to provide some form of compensation to the Rochester Public Library (RPL) for these services. The MCLS was formed as a county federated system; that is, although the members of the board were appointed by the then County Board of Supervisors, the system itself had no control whatsoever over any of the local libraries. These still continued to be controlled by local library boards and to receive the bulk of their financing from either town, village, city or school district or a combination thereof.

From the beginning, the RPL was recognized as the supplier of most of the services rendered through MCLS. These services were provided through a series of contracts between the MCLS board and the RPL and between MCLS and the individual town member libraries of MCLS. These contracts spelled out exactly what service each member was to make available and what its rights were within MCLS.

The most basic of the privileges made available through the contracts was that of reciprocal borrowing privileges (which has been extended to the right to return books anywhere within the system). The effect of this was to create a "system-wide card" good at any outlet within the system, thus changing the relationship between the borrower and his home library immensely, creating a truly metro-wide service. In effect, the most important result of this provision was that the large book collections of RPL were now made available to all residents of the county. Another important privilege was that of inter-library loan, whereby an individual could order a book through his home library and have it delivered to that library. Again, the effect of this was to extend the resources of RPL to the town libraries and their users.

Equally important as these services to the public was the extension of specialized or technical central services by RPL to the town libraries. Among these was the delivery needed to make inter-library loan and reciprocal borrowing and return effective. Perhaps the most important was central processing (the ordering, preparation and cataloging of books.) This is a highly specialized function requiring a large technical staff, which can best be performed on a centralized basis. The effect of including centralized processing within the MCLS contracts was to make available to the town libraries the already existing acquisitions and preparation staff of the RPL. In addition to those already mentioned, there were a number of other technical services provided by the RPL to the town libraries through the MCLS contracts. These are spelled out in greater detail in Chapters 2 and 3. The effect of these contracts was to make the RPL in effect the central library of the county library system.

There was also a number of services provided directly by the headquarters staff of the MCLS. Among the most important of these is the consulting service, provided primarily to the town libraries. These were intended to help the town libraries to improve their collections and services. Another function provided directly by MCLS headquarters staff was a program of book grants to member libraries. These grants were of several types and are intended to augment and improve the collections of the community libraries.

A very important service provided by MCLS is its program of cash grants. These grants are made to each library in the system (counting RPL as one library--central library and branches) on the basis of its past expenditures on books, periodicals and binding. The total amount made available in cash grants is fifteen cents per capita. Because of its predominant position, the RPL has been the recipient of most of the money available in these grants. This factor may have been decisive in persuading it to join the system. A final service provided by MCLS has been the Monroe County Traveling Library. This bookmobile and extension program was in existence before the formation of MCLS; it was placed under the jurisdiction of the MCLS board and director.

A very important fact which must be borne in mind while discussing the MCLS is that, with the exception of the traveling library, which had been and continues to be a county financed function, all of the benefits of MCLS--those provided both by RPL and the MCLS headquarters staff--have been made possible only through New York State aid to library systems. The county has not contributed to these central services, and neither have the town libraries had to make payment for any of the services which they have received.

The dependence of the system on state aid has been the source of much of the strength of MCLS. It has also come to be the source of most of its weaknesses. For the purpose of the original aid was to develop a truly areawide system. This has been accomplished through the contracts and through the inter-twining of many services. It has also been encouraged by the gradual increase of state aid through successive legislation in 1958, 1960, and 1966. This increase in state aid has led to a strengthening of the system, through an increase in its staff, an increase in the size and variety of its grant programs, and an extension of some of its benefits to the RPL itself. But MCLS has reached a point where the amount of income available from state aid is no longer sufficient to enable it to perform adequately in all of the areas in which it is already active. The result has been "fiscal inadequacy" which has had limiting repercussions in all aspects of system activities.

The most significant of these limits, from the standpoint of this study, has been in the area of city-county fiscal equity. This is a complex problem and it is not our intention to oversimplify it. But it can briefly be summarized as follows: from the inception of the MCLS, the city library has been the mainstay of the system. The system as it is now would have been inconceivable without the inclusion of a strong central library. When the system was founded, the amount of state aid available for reimbursement of city services was relatively small, but so was the amount of RPL services which town libraries and residents were using. The town libraries had not reached their subsequent state of development (a development largely attributable to the existence of MCLS). Also the mass population exodus and turnover was really just getting under way. Since most of the users of RPL services, both technical and public, resided in the city, the problem of fiscal equity was relatively minor.

Thanks largely to the development of MCLS, as well as the general metropolitan problems of suburban growth and city decline--in which Rochester is very similar to most American cities--the situation has changed quite a bit. The suburban areas and libraries have developed to the point where they are now making equal use of the central services provided by RPL through the MCLS contracts. Yet, the reimbursement provisions under the MCLS contracts--last revised in 1960--do not adequately and equitably reimburse the RPL for the services which it now provides. In large part, this is because of the problem of fiscal inadequacy--mentioned earlier--created by the exclusive reliance of MCLS on state aid.

Rather than making sweeping generalizations, it is suggested that the complicated problem of fiscal equity be broken down into five component categories: (1) The first of these is "public use of the Main Library." The MCLS contracts presently make no provision for reimbursing any of the member libraries for allowing reciprocal use of its facilities and collections. This creates a significant inequity in the Main Library of RPL (the Rundel Memorial Building). Surveys indicate that forty percent of the borrowers at the Main Library are out-of-city residents. (2) Second is the inadequate reimbursement of services which RPL presently provides through contract. This includes central processing, poster and displays, mulitlith services and others. (3) The third level of inequity involves the failure to include within the contracts (and thus for reimbursement) services which RPL is providing on a de facto basis. This includes consultants, public relations services, book selection meetings and other services provided town libraries on the same basis as RPL units, but without any contractual recognition. (4) The fourth and more debatable level of inequity involves "general" supportive services which cannot be classified under specific central services but which are an important part of the whole operation (such as administration). (5) Finally, there is a fifth level which does not involve the RPL directly but which creates an inequity towards it. This involves services which are provided directly by MCLS headquarters staff but which are not extended equally to RPL units and residents, even though they are members of the system. These services include the advisory services of the MCLS consultants (who parallel the work done by RPL's consultants), and the traveling library which serves town residents primarily (leaving the city residents to be served by its own mobile library).

In addition to the inequities mentioned above there are other problems for the system stemming from the lack of adequate financing. Most serious is the limiting effect on the growth and physical expansion of the central library. While all observers are agreed that there is a pressing need for renovation and expansion of the main library, the growth has been stalled pending settlement of the problem of fiscal equity.

Another problem has been the inability of MCLS to expand its own staff and grant capacity to act as an effective stimulus to the improvement of community library services both in the towns and in the city. There is undoubtedly a need for an expanded outreach program. In particular, the inner-city presents a fertile field for this type of program, although RPL is already doing much through library "aides" and many other programs. Its resources are limited and the library facilities in the inner-city are mostly outmoded. Alleviation of the inequity problem would undoubtedly release funds for this effort.

There is also the problem of highly varying levels of library programs and tax support of community libraries in the towns. Without more financial tools, there is a limit to what MCLS can do in this area. The cash grants program would seem to provide one of the obvious avenues for solving this problem. However, owing to the low level of funds available for this purpose, MCLS has not been able to make effective use of the cash grants either as an equalizer of tax burdens or as an incentive to higher service levels. Nor has there been any room for recognizing the many special needs of the different libraries and their constituents in the distribution of cash grants.

In short, because of the lack of significant county-wide involvement in the financing of MCLS services, MCLS has been significantly limited in all its activities. This has had the effect of creating major inequities vis a vis the city library, of limiting the expansion of central library services, of allowing major variations in both the quality of services and in the tax burdens of town libraries, and of limiting the involvement of MCLS in the coordination, planning and stimulation of major new efforts to improve library services throughout the county.

Although a great degree of functional unity has been achieved on a federated basis through the MCLS contracts--thereby preserving the advantages of local control while making available a wide variety of excellent central services--the system has by no means met its full potential. The system has now reached the point of development where it must rethink all of its goals and must inquire into the adequacy of its structure and services. In particular, it must come to grips with the whole problem of fiscal adequacy which has been one of the main forces shaping its development and limits.

Recommendations

The main focus of this study has been the organizational and financial structure of the MCLS; service levels have been discussed only as they relate to the overall goals of the system or as they reflect basic structural "dysfunctions." Furthermore, we have attempted to concentrate primarily on the need for short term rationalization rather than on the development of long-term goals. In particular, we have attempted to find solutions for the more obvious problems of the system within the existing general contractual and functional framework. This is not to say that the need for basic departures from the present federated system have not been explored. In particular, the possibility of making all library services a direct county function has been considered--but, for a variety of reasons was found unfeasible as an immediate solution. In the first place, the present system works very well and has many advantages. Its main problem has to do with lack of money. Secondly, events have somewhat overtaken speculation: the October 3 resolution by the county legislature has clearly indicated the direction which the solution is going to take--at least for the forseeable future. Further discussion as to the need for an even greater county involvement should continue, but can evolve more naturally following the much more important solution of fiscal equity and the development of a more adequate MCLS service base.

The Rochester Bureau of Municipal Research makes the following short-term recommendations:

1. The contract between MCLS and RPL should be revised to establish complete fiscal equity. This should involve: a) complete reimbursement for all Main Library services for the public (approxi-

mately $600,000); b) complete reimbursement for all services currently contracted but insufficiently reimbursed; c) inclusion in the contracts of services provided but not currently included.

2. The County of Monroe should be the primary source of funds needed to solve the problem of fiscal equity and to meet the overall additional financial needs of MCLS. These payments should be made by the county on the basis of lump-sum appropriations to the MCLS board, on the basis of program budget estimates. The MCLS board should continue to have full control over the use of these funds after appropriated.

3. Additional funds should be used: a) to increase MCLS headquarters staff capacity for consulting, training and planning purposes, and b) to at least double the amount of its cash grant program to act as both an incentive and equalizer of community library services. This might be accomplished by redirecting MCLS' state aid payments to its headquarters' operations, with the county assuming the full cost of MCLS' present reimbursements to RPL.

4. The County of Monroe should be the primary source of local funds needed to renovate and expand the presently inadequate central library building as well as to alleviate its severe parking shortage.

The Cost of Fiscal Equity

The financial impact of the above recommendations would, of course, vary according to the degree to which they were implemented. Assuming complete county financing of all net inequities, the maximum county payment to the city would be in the vicinity of $1,100,000 annually. (This is spelled out in greater detail in Chapter 5.) If the county were to assume some of the RPL revenues currently provided by MCLS (such as central processing reimbursement and main library cash grants) and other sources, the size of the county's appropriation would be increased by $200,000 to $300,000 above the already mentioned $1,100,000.

It is assumed that not all of the services provided by the central library would be considered eligible for county reimbursement. Those services which are deemed to serve only or primarily a city-based clientele might continue to be supported entirely by the city. This might include that portion of fringe benefits and general services, for example, which relate only to branch activities. This would be in addition to the direct operation and management of branch services, amounting to approximately $500,000 annually, which would continue to be a city charge. While no accurate figures can be given before the crucial policy decisions are made, it appears likely that the city would continue to appropriate anywhere from $500,000 to $700,000 annually for library purposes. This represents a considerable reduction from the present net city tax burden (including fringe benefits) of approximately one and a half million dollars annually.

The figures given above are based on existing levels of expenditures. It is clear, though, that one of the major benefits of the fiscal equity agreements should be the raising of expenditure levels where necessary. For example, RPL staff salaries, which have fallen behind those paid to comparable MCLS employees, should be raised to a level of complete parity with those of MCLS. Similarly, other areas of determined need in the central library--in addition to the related but separate issue of main library capital expansion--should be considered in city-county budget negotiations.

The same argument applies with regard to the raising of expenditure levels in those areas of community services reserved for continued city financial responsibility. A significant portion of the savings accrued by the city through the central library fiscal equity agreements should be used in a major effort to upgrade the quality and variety of RPL branch programs, especially in the inner-city neighborhoods.

Finally, as mentioned, a minimum of $200,000 should be made immediately available by the county to augment the critical grants and headquarters staff programs of MCLS. This could be accomplished by county assumption of all existing MCLS central library payments to RPL, or through a separate county appropriation to MCLS. Depending on the approach, this would either raise MCLS' budget to $700,000 or would enable it to make more effective use of its present (state aided) $500,000 budget, by giving it a much greater and more flexible role in the financing and planning of community library services throughout the county.

The Need for Further Study

This report does not claim to be comprehensive. Its focus has been almost entirely on the relationship between the Rochester Public Library and the Monroe County Library System. The relationship of RPL and MCLS to the

Pioneer Library System and to various state regional programs has been dealt with only indirectly, if at all. This does not indicate a lack of concern over the need for strengthening regional and state-wide library programs. But it is clear that the first order of priority must be the strengthening of the financial structure and service base of the central metropolitan system. It is also clear that this can be accomplished only through local effort. Once this is accomplished, further study should be made of the fiscal and other relationships between the Monroe County Library System and the other systems in the area.

While this report has emphasized the need for increased efforts in certain areas of library services, our concern has been entirely on the overall financial and other factors which have had the effect of placing limits of the system's ability to effectively provide these services. Our measures of such need have been primarily inferential: the existence of disparities in expenditure levels, and obvious fiscal inadequacies in the method of financing metropolitan-wide services. Our focus has been more on the existence of unused potential in the system than on the observation of specific deficiencies (except in the case of main library expansion). There would appear to be a need for further professional study by people qualified in the field of library science so that some of our recommendations regarding service priorities might be further refined. (This could be accomplished by a committee of local librarians and library officials.)

A final word should be said on what is probably the most crucial issue in this study: the long term adequacy of a decentralized federated system in meeting the growing needs of a metropolitan area. This is not a simple question and there are many arguments on both sides. As the final chapter spells out in some detail, the fiscal equity agreements should not be interpreted as precluding the possibility of future changes in the structure of The Monroe County Library System, leading to a redefinition of local and central responsibilities. The present agreements should be viewed as an important--indeed critical--step in the evolution of the system. The financial problems discussed here have presented great obstacles to the system's rational and harmonious development. Now that these obstacles are about to be removed, the dialogue regarding the future needs and form of the system should be resumed.

CHAPTER 2

LIBRARIES AND LIBRARY SYSTEMS IN MONROE COUNTY

For purposes of this study the term "public" library refers to any library established to provide free and equal services to members of the general public. As recognized by the New York State Educational Law[1] there are three basic types of public libraries. The first is the "municipal library," which includes libraries established and maintained by towns, villages, cities and counties. The second is the "school district library" which is a public library supported by a school district acting as a municipality. The third is the "association library" (Note: six of eighteen public libraries in Monroe County are now association libraries, two of these are scheduled to become municipal libraries in 1968) which is a private, non-profit corporation chartered by the state (to serve the public free of charge). All are corporate bodies, having separate Boards of Trustees and receiving incorporation either through the State Board of Regents or State Legislature. All provide similar "public" services. And, as will become evident in a later chapter, all are heavily dependent upon local tax revenues.

As can be seen in Table 1 on the following page, all three types of public libraries are in evidence among the nineteen public libraries in Monroe County.

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[1] This brief discussion is based upon the New York State Education Law, Sections 255 to 273. Two good summaries are: Joseph Eisner, Handbook of Laws and Regulations Affecting Public Libraries in New York State (Nassau County Library Association, Long Island, New York), 1963; and "Legal Facts about Public and Association Libraries in New York State: A Trustee Workshop," by the Monroe County Library System, October 22, 1966. See also "Emerging Library Systems: the 1963-1966 Evaluation of the New York State Public Library Systems" (State Department of Education, February, 1967).

TABLE 1

LEGAL STRUCTURE OF PUBLIC LIBRARIES IN MONROE COUNTY

Association Libraries

Honeoye Falls Library, Inc.
Ogden Farmers' Library
Penfield Free Library
Riga Free Library
Rush Free Library
Scottsville Free Library

School District

Fairport Public Library

Municipal Libraries

*Rochester Public Library
Brighton Memorial Library
Brockport-Seymour Library
Chili Public Library
East Rochester Public Library
Gates-Robert Abbott Memorial Library
Greece Public Library
Henrietta Public Library
Hilton Public Library
Irondequoit Public Library
Pittsford Community Library
Webster Public Library

* Rochester Public Library was created by a special act of the State Legislature. All other libraries in Monroe County were chartered by the State Board of Regents, except Honeoye Falls Library, Inc., incorporated under general membership laws.

A "library system" refers to an extended library service agency through which library services are provided to residents of an area exceeding that of any single library. The minimum geographical area which is normally used by the State Education Department in defining and recognizing library systems is the county. Three different organizational approaches to library systems are recognized: "federated" (which is a group of libraries banding together but maintaining their individual corporate identities with leadership supplied by trustees appointed by the county); "consolidated" (either a county library acting as a governmental department or a city library encompassing one or more counties); and "cooperative" (similar to federated but with leadership supplied by trustees elected by the participating libraries). Thus, a library system is a library or (more normally) a group of libraries generally giving improved services to residents of one or more counties.

The literature on the formation and development of library systems is considerable, and this report will not deal with the subject in any detail.[1] It need only be mentioned that the trend in recent years towards the formation of library systems represents one of the most encouraging breakthroughs in the public library "movement" since its inception in this country in the nineteenth century.

The State of New York has led the way in the development of library systems largely through the enactment of laws in 1950, 1958, 1960 and 1966 which provided substantial financial incentives for the formation of library systems. In the four year period 1958-1962, the state witnessed the greatest reorganization of public libraries in its history. From over 700 independent and often ineffective libraries, the great majority of the 22 cooperative and federated library systems were formed, serving all 62 counties and 98% of the state's population.[2]

In exchange for the substantial financial grants of the state to recognized library systems,[3] the systems are required to submit service plans to the State Commissioner of Education for approval. These service plans really represent the basic purpose for which systems were instituted.

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[1] The New York State Library has published an excellent collection of articles on the subject entitled, The Development of New York's Public Library System: Selected Articles, 1954-1964 (State Education Department, Albany, 1964). Especially recommended are the two articles on the Pioneer Library System, on pages 50 and 59.

[2] These figures are taken from a statement by Harold S. Hacker, Director, Rochester Public Library and Monroe County Library System, before the New York State Joint Legislative Committee on Metropolitan and Regional Areas, November 18, 1966.

[3] See Chapter 4 for a discussion of State Library Aid.

The role of existing metropolitan libraries with large staffs and holdings, as the basic source of the public and technical services to be extended through library systems, is crucial. In fact, the major distinction of the formation of library systems in New York State has been the extension of big city library services to suburban and, (in the case of the multi-county Pioneer Library System), rural libraries and library users. Without strong existing "central" libraries, the effects of the formation of library systems, while laudable, would not be nearly as significant.

Libraries and Library Systems in the Rochester Area

The Rochester area has been a pioneer in the spread of urban library services to suburban and rural areas through the establishment of library systems. The MCLS, established in 1952, extended the excellent central services of the RPL to town and village residents and libraries in the county. The Pioneer Library System was created in 1956 linking together three county library systems (Monroe, Livingston, and Wayne) into one "super" system. In 1960, two more systems were added (Ontario and Wyoming), extending the central services of the RPL over a five county area (3,163 square miles.)

The Pioneer Library System is a "federated" system without a central administrative or corporate structure but with a mechnism through which the individual library systems can contract with each other for services and reimbursement. As will be seen in the next chapter, familiarity with the contractual status of the Pioneer Library System is most important for an understanding of its operations.

CHART I

ORGANIZATION CHART
PIONEER LIBRARY SYSTEM

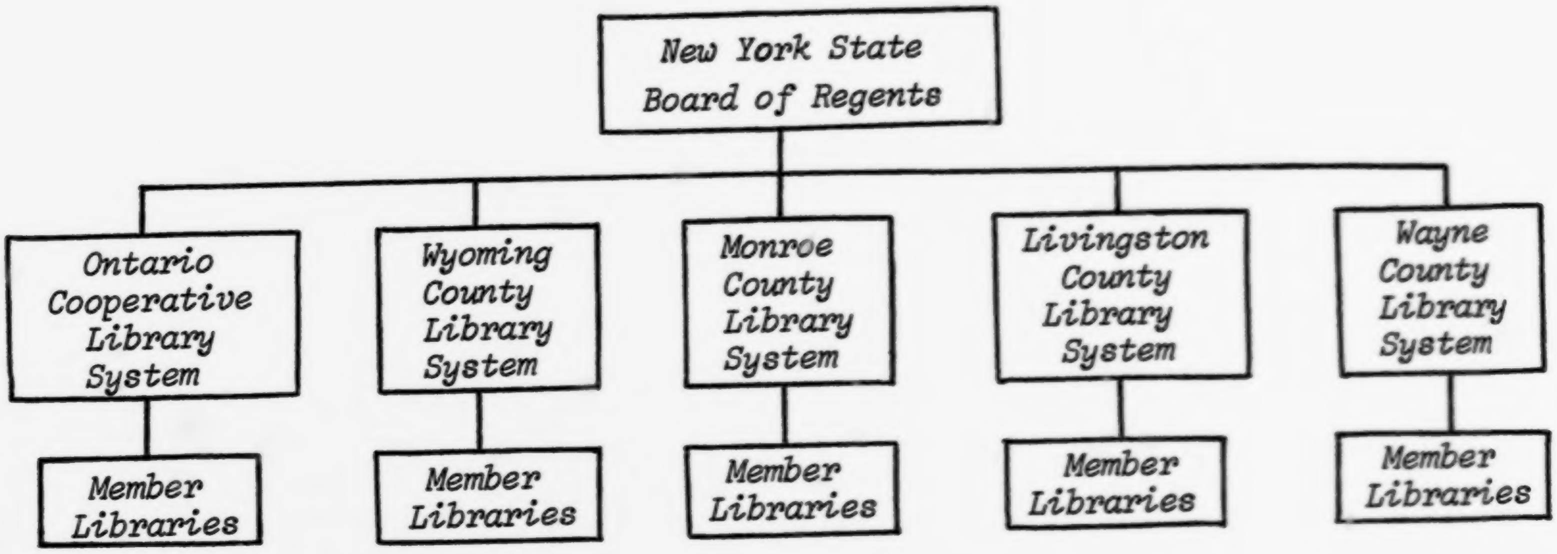
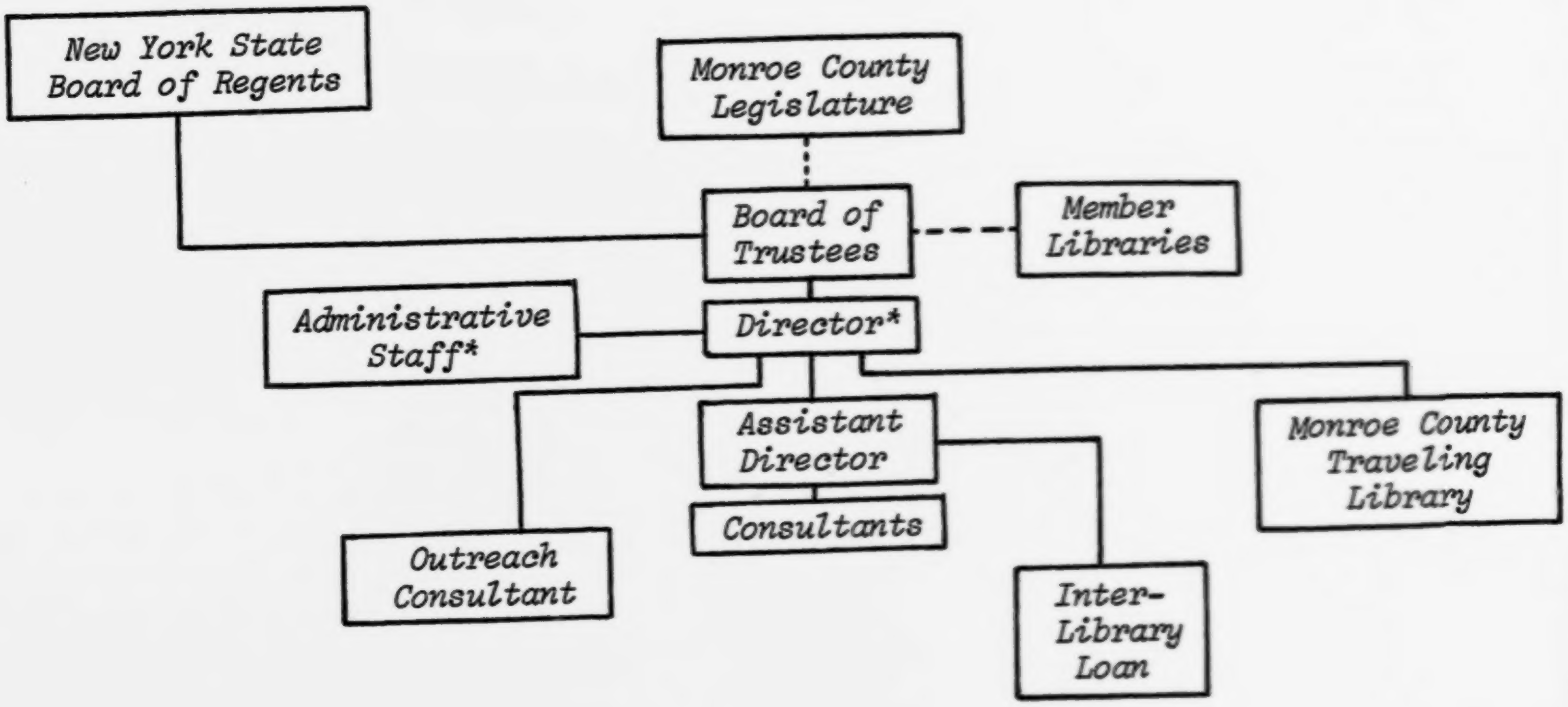

New York State Board of Regents
Ontario Cooperative Library System
Wyoming County Library System
Monroe County Library System
Livingston County Library System
Wayne County Library System
Member Libraries
Member Libraries
Member Libraries
Member Libraries
Member Libraries

CHART II

ORGANIZATION CHART
MONROE COUNTY LIBRARY SYSTEM


New York State Board of Regents
Monroe County Legislature
Board of Trustees
Member Libraries
Administrative Staff*
Director*
Assistant Director
Monroe County Traveling Library
Consultants
Outreach Consultant
Inter-Library Loan

* Part-time positions

A summary of the three contracts making up the Pioneer Library System network follows:

Contract #1: SERVICE CONTRACT - Between the RPL and the MCLS.

A. Rochester Public Library Responsibilities

1. Under this contract the RPL is to allow any card-holding *resident* of the area covered by the Pioneer Library System to *borrow books* and other library materials freely and without discrimination because of place of residence.

2. The RPL is to make available to participating *libraries* any books and other library materials--except those which are not normally circulated--through *Inter-Library Loan.*

3. The RPL is to perform *centralized book processing* for the MCLS and its participating libraries and for other library systems contracting with the MCLS. By centralized processing is meant the "ordering, cataloging, mending, and preparation of books for use."

4. The RPL is to provide to the MCLS and its member libraries: *Delivery* of processed materials, pick-up and delivery of books for mending, inter-library loans, return of books owned by other libraries, and rotating collections.

5. The RPL is to provide to the MCLS and its member libraries: *Poster and display* services, and *multilith* services.

B. Monroe County Library System Responsibilities

1. The MCLS agrees to pay annually to the RPL for *centralized processing* fifty cents for every dollar spent by the MCLS and its member town libraries on books and binding, that is, *approximately the full cost of the RPL's expenses for the processing of MCLS books.*

2. The MCLS agrees to compensate annually the RPL for the cost of processing the books of the RPL and its branches. There is a *ceiling of $63,000,* however, on these payments.

3. The MCLS will reimburse annually the RPL for *100% of the total cost of delivery services* to all libraries in the MCLS, including the RPL. These costs include salaries, supplies, maintenance and replacement of the two delivery trucks.

4. The MCLS will reimburse annually the RPL for *50%* of the cost of *poster and display* services and *multilith* services provided to the MCLS member libraries (including RPL). These payments do not include the cost of equipment.

5. The MCLS agrees to pay to the RPL *100% of the cost of providing centralized processing for other county library systems in the Pioneer Library System,* (cost is determined at 50¢ for every dollar spent on books and binding.)

6. The MCLS agrees to pay the RPL *twenty cents* for every book received by member libraries of the Pioneer Library System, including MCLS' headquarters and town libraries, on *inter-library loan* from the RPL. (This money will be used by the RPL in a special book purchase fund.)

7. The MCLS agrees to pay the RPL *$500 annually for each county library system* in the Pioneer Library System, except the MCLS. This money is to compensate the RPL for its loss of non-resident user fees.

8. The MCLS agrees to pay annually to the RPL *$1,000 for rental of space* occupied by the MCLS in the Rundel Building.

9. The MCLS agrees to pay annually to the RPL a *cash grant*. The RPL (and the other MCLS libraries) receives its share on the proportion which its expenditures on books, periodicals and binding in the previous year are of total expenditures on books, periodicals and binding in all the libraries in the MCLS. The total amount to be distributed is 15¢ for every person in Monroe County.

10. The MCLS has the right to "advise and counsel" the RPL concerning its library program and book selections and to cooperate with it to improve and increase its service.

Contract #2: MONROE COUNTY LIBRARY SYSTEM CONTRACT - Between the MCLS and the individual town libraries in Monroe County.

A. The Town Library's Responsibilities

1. Any resident in the Pioneer Library System area can *borrow books* and other library materials at any library in the system, without discrimination because of place of residence.

2. The (contracting) library will make available for *inter-library loan*, anywhere in the Pioneer Library System, all books and other materials normally circulated.

B. Monroe County Library System Services

1. MCLS agrees to provide *centralized book processing* to the library.

2. MCLS agrees to furnish all supplies needed for centralized processing and agrees to *pick up and deliver* books for centralized processing and inter-library loan, with at least one pick-up and delivery per month.

3. MCLS guarantees to the town library *unqualified freedom of choice in the selection of books* to be purchased in its behalf in centralized processing.

4. MCLS will "advise and counsel" the town library--through its *consulting* staff.

5. MCLS will make an annual *cash grant* to the library based on its expenditures on books, periodicals and bindings as a percentage of total MCLS expenditures on the same, out of a total "pot" of 15¢ per resident of Monroe County.

6. MCLS agrees to hold at least *six meetings per year* and to *reimburse* the library for its expenses.

Contract #3: PIONEER LIBRARY SYSTEM CONTRACT - Between the MCLS and each other county library system.

A. Monroe County Library System Services

1. MCLS agrees to furnish to the county library system and its member libraries on *inter-library loan*, all books and other library materials which are available to it.

2. MCLS agrees to provide *centralized book processing* to the county library system and its member libraries. The county library system retains complete *freedom of choice in selection of books* purchased on its behalf.

B. The Contracting County Library System's Responsibilities

1. The county library system (as well as MCLS) will require its member libraries to permit any resident of the Pioneer Library System to *borrow books* and other library materials without discrimination because of place of residence.

2. The county library system agrees to pay to the RPL the annual sum of $500 for its loss of the non-resident user fee.

3. The county library system agrees to pay annually to MCLS (which will then pay to RPL) *100% of the cost of centralized processing* (as measured by fifty cents for each dollar spent on books and binding.) Books not processed through MCLS will not be charged against the contracting library system.

4. The county library system agrees to provide *its own delivery service* between its member libraries and the RPL for all processed books and all books and materials on inter-library loan.

5. The county library system agrees to pay annually to the RPL *twenty cents* for each book received by it or its member libraries on interlibrary loan from the RPL through the MCLS.

The Monroe County Library System

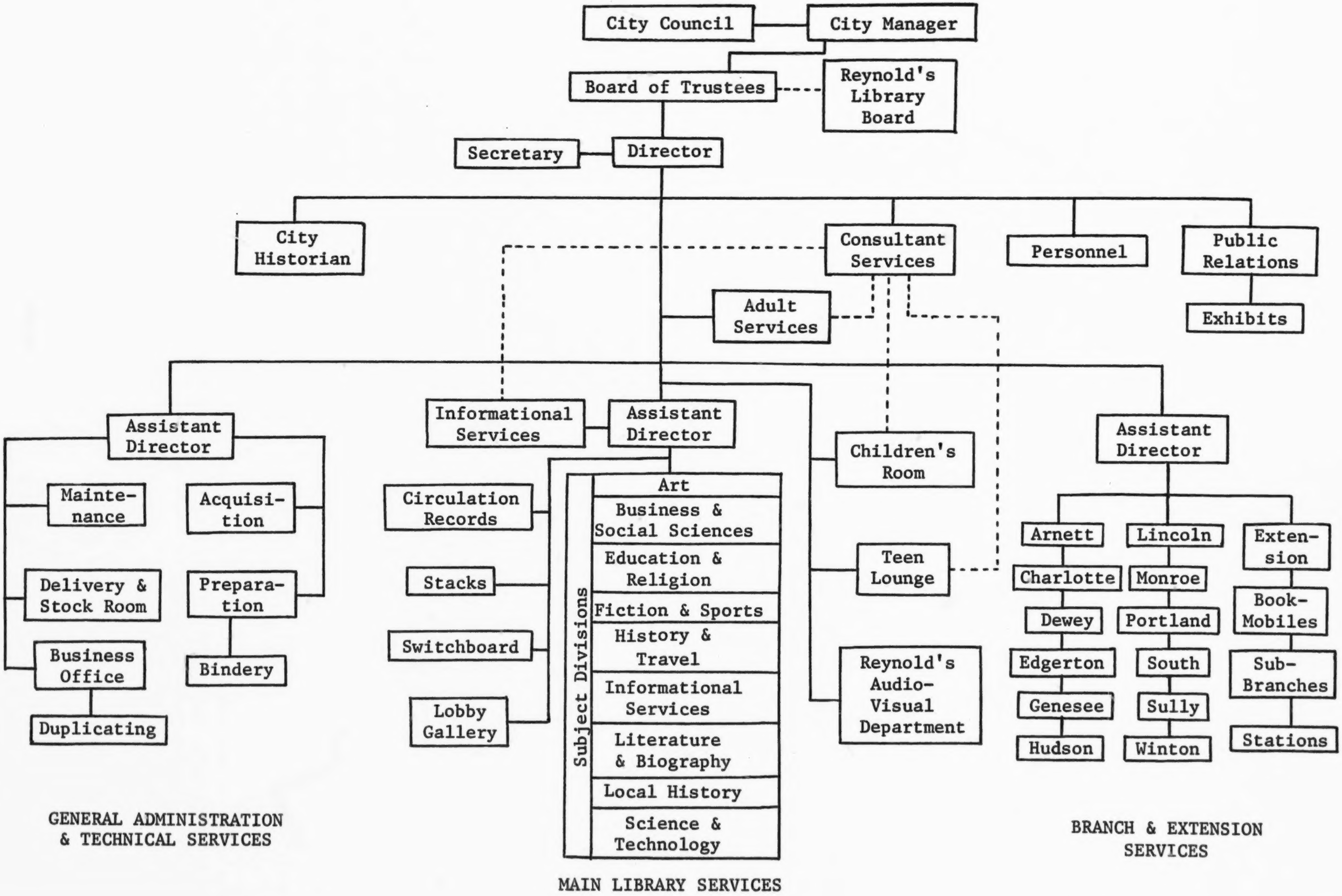
The central role of the MCLS in the Pioneer Library System should be evident. It is the basic "middleman" relating all of the various libraries and library systems through the "service resource" (the RPL) and by integrating (connecting) all of the community libraries in the MCLS and in the other four systems. The role of the MCLS is especially important because the central concern of this study is with the problem of fiscal inequity and with metropolitan cooperation in the County of Monroe.

The MCLS, like the Pioneer Library System, is a "federated system" with significant differences. While the Pioneer Library System is a "federation of federations" without a corporate or administrative "head," the MCLS does have an administrative structure, a board of trustees, and a director (who is also the director of the RPL). Moreover, although a major portion of MCLS functions are fulfilled through the services provided by RPL directly to the town and village libraries, MCLS does provide some direct services of its own to its member libraries (see Chapter 3 for a more complete discussion.)

As a "federated" county system, the MCLS has a board of trustees appointed by the county legislature. However, except for the Monroe County Traveling Library, (its formation predates the MCLS), the County Library Board has very little to do with the county government administratively or financially (see Chapter 4 for a discussion of MCLS finances.)

CHART III

ORGANIZATION CHART - ROCHESTER PUBLIC LIBRARY


City Council
City Manager
Board of Trustees
Reynold's Library Board
Secretary
Director
City Historian
Consultant Services
Personnel
Public Relations
Exhibits
Adult Services
Assistant Director
Mainte-nance
Acquisi-tion
Delivery & Stock Room
Prepara-tion
Business Office
Bindery
Duplicating
Informational Services
Assistant Director
Circulation Records
Stacks
Switchboard
Lobby Gallery
Subject Divisions
Art
Business & Social Sciences
Education & Religion
Fiction & Sports
History & Travel
Informational Services
Literature & Biography
Local History
Science & Technology
Children's Room
Teen Lounge
Reynold's Audio-Visual Department
Assistant Director
Arnett
Charlotte
Dewey
Edgerton
Genesee
Hudson
Lincoln
Monroe
Portland
South
Sully
Winton
Exten-sion
Book-Mobiles
Sub-Branches
Stations
GENERAL ADMINISTRATION & TECHNICAL SERVICES
MAIN LIBRARY SERVICES
BRANCH & EXTENSION SERVICES

The Rochester Public Library

The RPL, the only major big city library in the area, is the source of those central services upon which the MCLS and Pioneer Library System are based. Founded in 1912, the RPL has become recognized as one of the finest public libraries in the country.[1] Operating its central services out of the Rundel Memorial Building opened in 1936, the RPL provides a number of outstanding public services and materials, such as the excellent film and record collection of the Reynolds Audio-Visual Department, financed in part by the Reynolds Library Board of Trustees whose library collection was merged with RPL's in 1936.[2]

The role of the Rochester Public Library is so closely tied to that of the MCLS and other community libraries that any attempt to understand them in terms of municipal boundaries would only lead to hopeless confusion. In effect, Monroe County has one central library and a host of town and city "community libraries," all existing in a roughly equal relationship to the central library. In order to understand the nature of this relationship, it becomes necessary to analyze it in some detail since the term, "central services," contains many meanings.

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[1] An excellent article on the history of the RPL is by Blake McKelvey, "The Semi-Centennial of the Rochester Public Library," Rochester History. Vol. XXIII, No. 4, October, 1961.

[2] The Reynolds Library Board of Trustees still exists. Its major function is to administer the Reynolds Fund which is the largest source of support for the Reynolds Audio-Visual Department. Moreover, provided in a contract with the city, the board continues to nominate one of the eight members of the RPL Board of Trustees.

CHAPTER 3

THE FUNCTIONAL BASIS OF THE MONROE COUNTY LIBRARY SYSTEM

It is convenient to think of all library services provided in Monroe County as coming from one integrated system. As a guide to the understanding of what might otherwise be a hopelessly confusing maze of libraries and services, the only pertinent question to ask regarding the nature of these services is which units of the system are providing and receiving the various services. The nature of financing and municipal authority for these services is, from a functional standpoint, an entirely secondary consideration although these factors may be most important in delimiting the system.

The contractual nature of the federated Monroe County Library System provides justification for this line of reasoning in the sense that it spells out virtually all of the services to be provided by contracting libraries even though only a portion of these services are actually reimbursed or provided by MCLS. It might be said, therefore, that one of the purposes of MCLS is to provide a greater degree of unity in the functional sphere.

A convenient guide to the classification of the many services provided under the umbrella of the MCLS contracts is to divide them into two basic categories: "public services" and "technical services". "Public services" are the extension to all residents within the area of the system of the right to borrow books and other materials at any library in the system and to return them at any member library. Inter-library loan is a related form whereby the library materials of other libraries are delivered on request to the user's home library. Thus, one of the effects of library systems is to establish a "system-wide card," which greatly increases the quantity and variety of library materials available.

TABLE 2

MAJOR CENTRAL SERVICES PROVIDED THROUGH THE MONROE COUNTY LIBRARY SYSTEM[*]

Services Provided by the Rochester Public Library

	Services	Recipients	Authorization	Reimbursement[≠] through MCLS
1.	Central Book Processing	All Pioneer Library System Units	Contracts	100% for MCLS and PLS; $63,000 ceiling on RPL unit
2.	Pick-up and Delivery of Materials	All MCLS units	Contracts	100%
3.	Poster and Display	All MCLS units	Contracts	50%
4.	Duplicating	All MCLS units	Contracts	50%
5.	Public Relations	MCLS units on request	None	None
6.	Book Selection	All MCLS units	None	None
7.	Consultative	MCLS units on request	None	None
8.	Free Public Use	All Card-holding Recipients of Pioneer Library System	Contracts	None
9.	Books on Inter-Library Loan	All PLS units	Contracts	$.20 per item

Services Provided Directly by Monroe County Library System

	Services	Recipients	Authorization
1.	Inter-Library Loan Processing	All units of PLS	None
2.	Consulting - General	Town and Village Libraries in MCLS	Contracts
3.	Consulting - Outreach	Inner-city and Rural Monroe County areas	Contracts
4.	Cash Grants	RPL and Town Libraries	Contracts
5.	Book and Equipment Grants	All units of MCLS	None
6.	Traveling Library	Monroe County Rural Residents	County Legislature

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[*] Not including services provided under Federal LSCA grants to the Pioneer Library System.

[≠] All income for the services provided on this table except for the Monroe County Traveling Library is from state aid to library systems.

The second category of services provided by library systems are the "technical services," which are made available to the libraries themselves. Among these services are "centralized book processing" (the acquisition, cataloging and preparation of books for use), delivery, consultant staff in-service training, etc.

The term, "central services," although the key concept in this study, is one which needs careful definition. Strictly speaking, central services include all services either emanating from the "central library" or those which are provided on a system-wide basis. Central library means the central *building* (the Rundel Memorial Building), since almost all of what may be called central services, both to the public and to member libraries, come from this structure.

Although all of the services provided by MCLS or its service unit, the RPL, under the Pioneer Library System contracts are literally "central services," there are several distinctions in addition to "public" and "technical services" which can be made. The major differentiation is between services provided by RPL and services provided directly by MCLS itself. Another is between those services provided to all units in the system and those services provided only to some. Generally, this distinction takes the form of whether the services of MCLS are extended to the branches and divisions of RPL, in addition to the town and village libraries in Monroe County. Related to this is the question whether a service (provided by RPL) receives full or incomplete reimbursement. Usually this takes the form of full reimbursement for services provided to town and village libraries but none or only partial reimbursement of services provided to RPL branches or divisions. A final distinction is whether a service provided to MCLS member libraries is made on the basis of contractual obligations or is provided under another authority (the County Legislature in the case of the Traveling Library) or a *de facto* relationship.

The following discussion will attempt to clarify the term, "central services" by dealing with each individual service in turn. The major classifications to be used will be the service unit (RPL or MCLS directly) and nature of the service (to the public or to libraries.) Other distinctions, e.g., the area of service reception, the degree of financial reimbursement, and the source of legal authorization, will be touched upon but not emphasized. These distinctions, although very important in creating the issue of "fiscal inequity" (see chapter 5) are not vital to an understanding of the functional basis of the system. They should be viewed in the light of the financial perspective given in chapter 4.

CENTRAL SERVICES PROVIDED BY THE ROCHESTER PUBLIC LIBRARY

From the inception of MCLS, the RPL as the only large, city library in the area, has provided the most important MCLS services. The RPL has been, and continues to be, the "central library" of the Pioneer Library System. A brief description of some of the major services provided by RPL follows.

Technical Services for Libraries

Services Called for Under Contractual Obligations with MCLS

Central Processing: This is the largest and most expensive service provided through MCLS. Central processing is the "ordering, cataloging, mending and preparation of books for use." Under the existing arrangement the member library submits an order to the RPL for a book; RPL then handles all of the various responsibilities involved in purchasing, preparing and delivering the book for library use. The sole responsibility of the member library is to pay the book vendor after the RPL sends the library a certified invoice.

Under the contract between MCLS and RPL, the MCLS reimburses RPL for 100% of the costs of providing central processing to town libraries in MCLS and to the other contracting county library systems. The formula for estimating processing costs, fifty cents for every dollar spent on books and binding, has proved accurate.

Book processing is handled by RPL through its acquisiton and preparation departments which are supervised by the assistant director for general administration and technical services (see RPL organization chart). These departments employ a total of 37 full time and 3.5 full-time equivalent hourly employees.

Until 1960, RPL was not reimbursed for processing its own books even though it was a member of MCLS. RPL was given reimbursement in the most recent contract (1960) for processing its own books with an annual ceiling of $63,000 because of the availability of increased state funds and the recognition of this inequity.

The following table on central processing shows that in 1966 RPL processed 94,839 items for Monroe County libraries; 52,905 were for its own libraries. The 1966 MCLS budget provided $80,044 for full reimbursement for the 41,934 items for MCLS town libraries but only the allowed $63,000 for the 52,905 items ordered for the RPL and its branches. Although it is difficult to set exact figures because of the different fiscal years used by RPL and by MCLS, our expense analyses indicate that the RPL is paying $66,000 (including fringe benefits) more per year on central processing[1] of its own books and additional technical services for the main branch than it is receiving in reimbursements from MCLS.

TABLE 3

CENTRAL BOOK PROCESSING
Number of Items Processed by the Rochester Public Library for
Pioneer Library System Libraries

	1964	1965	1966
Rochester Public Library	51,434	50,763	52,905
Other Monroe County Libraries	38,581	43,380	41,934
Livingston County Library System	6,987	5,663	6,226
Wyoming County Library System	5,705	5,359	5,464
Wayne County Library System	7,253	7,078	8,307
Ontario Cooperative Library System	3,706	3,898	4,672
Total	113,666	116,141	119,508

Delivery: Under the RPL-MCLS contract, pickup and delivery services are provided by RPL to all MCLS libraries for inter-library loan, processed materials, return of books and rotating collections. MCLS reimburses RPL completely for all costs including equipment replacement (the two trucks are currently owned by RPL). This reimbursement includes delivery services to RPL branches.

The 1967 MCLS budget provides for a transfer to a rental basis rather than RPL ownership to protect against equipment breakdown. RPL continues to operate the trucks. The reason for RPL rather than direct MCLS operation is the existence of a back-up maintenance staff in RPL, which MCLS does not have.

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[1] Equipment purchases for centralized processing operations have been made by MCLS since 1956.

Poster and Display: Under the contract between RPL and MCLS, RPL provides poster and display services to town libraries. These services are provided by the staff artists supervised by RPL's public relations director. Unlike delivery services which are totally reimbursable, RPL is only reimbursed for 50% of its costs not including equipment. Presumably, RPL is not reimbursed for poster and display services rendered to its own divisions and branches.

Duplicating: Multilith services of the RPL are available to town libraries on the same basis as they are to its own branches. As in the case of poster and display services, MCLS only reimburses RPL for 50% of its costs, excluding equipment.[1]

Services Provided by RPL on a *De Facto* Basis

Public Relations: Although 50% reimbursement is made for poster and display services which are available to city and town libraries on an equal basis, no recognition is given, in any of the contracts, of the public relations office per se--of which the artists are a part. In fact, the public relations director of the RPL is quite active in working with town libraries and boards and with the MCLS. The public relations director has been most active in helping the town libraries to establish "Friends of the Public Library" and has assisted in preparing numerous "use your library" promotional materials which have been of benefit to all area libraries. In recognition of his coverage of MCLS board meetings, MCLS makes him a token annual payment of $492.

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[1] Equipment purchases for poster and duplicating equipment have been made by MCLS for use by RPL staff.

Book Selection and Consulting Services: As an aid to its branches and divisions in the selection of new books, the RPL consultant staff prepare frequent book checklists and hold bi-weekly book selection meetings on adult, young adult and children's subjects. The town libraries are regularly extended the use of these services. Although MCLS maintains its own consultant staff, whose primary purpose has been to serve town libraries, these consultants frequently consult with the RPL's specialists on matters pertaining to town library problems.

Services to the Public

Free Use of the Main Library of RPL: One of the major benefits of the library system is the "system-wide card" by which any card-holder within the five county area can use the facilities and book and reference collections of any other library. (Of perhaps equal benefit is the right to *return* books anywhere in the system.) Although this reciprocity applies to all libraries in the system, in practice the major benefit of this has been to open up the superior collection and services of the already existing "central library" of the RPL. Without going into a description of these services, which are many--and which extend beyond the sphere of what are normally thought of as library services (e.g., art gallery, films, lectures, work with community groups)--it is enough to say that there is convincing evidence that the many "public" services of RPL are used equally (and in some cases more) by people living outside of the city but within the confines of the Pioneer Library System, with the great majority of total users residing within Monroe County. Tables 4 and 5 give a clear indication of this.

Table 4 is a summary part of a survey conducted by the RPL, using circulation records of borrowers at the Main Library in March and August of 1962 and 1964. The results of this study, which was limited to *borrowers* (and not all users), shows that approximately 40% of those who borrowed materials from the Main Reading Room, the Children's Library and the Reynolds Audio-Visual Department (phonograph records only), were out-of-city residents.

Table 5 contains a list of the major borrowers of films at the Reynolds Audio-Visual Department from July 1, 1965 to June 30, 1966. These borrowers are primarily educational institutions who used the film collection of RPL (the largest film collection of any public library in the United States) in their educational program. Although these institutions pay a user charge, the revenue from these rentals covers only a portion of the costs of the department. As Table 5 shows, the vast majority of the institutions are either located outside the city or else serve a population which is metropolitan in its scope.

The two tables displayed here are by no means a full measure of the degree of metropolitan use of the Main Library but are only intended to give some substance to what is an obvious fact. A more adequate measure would include reference and other services besides book borrowing (e.g., telephone use, attendance at book reviews, film programs, etc.), telephone use (which has increased by leaps and bounds), and the request of books by telephone and mail. Moreover, because of the increasing migration out of the city of large portions of the reading public, the percentage of non-city users has probably increased in the three years since 1964.

As will be pointed out in Chapter 5, the complete lack of any form of reimbursement whatsoever by MCLS for the direct use of the RPL Main Library by town residents is perhaps the most serious of the fiscal inequities inherent in the system as it presently exists.

Inter-Library Loan: Perhaps a better indication of the role of RPL as the central source of system "public" services is to be found by looking at inter-library loans. As in the case of free reciprocal use, every library in the system is supposed to make available to any card-holder any of its materials when requested on inter-library loan. The only difference between this and reciprocal use is that the inter-library loan request is made to the user's home library (or any other library, for that matter), and the material is then delivered to that library which then makes it available to the user.

As Table 6 indicates, the vast majority of requests for materials on inter-library loan were supplied by RPL, with its large book holdings. In 1965, of the 32,789 items supplied on inter-library loan, 30,241 were supplied by RPL (over half within MCLS). In 1966, of the 33,800 items supplied, 30,864 were supplied by RPL. Although RPL does receive some reimbursement for its book costs in inter-library loan (at a rate of 20¢ per item lent via inter-library loan) and MCLS does provide the personal services required from its budget, the existence of such lop-sided statistics clearly shows the continuing vital importance of RPL as the provider of central public services.

Central Services Provided Directly by The Monroe County Library System

Although the staff capacity of MCLS is severely limited, it does provide certain important central services directly. And, with the increasing financial strain on the city in general and with increases in state aid payment to library systems, MCLS has increased somewhat the range of services provided

TABLE 4

RESULTS OF A SURVEY OF THE ROCHESTER PUBLIC LIBRARY
MAIN LIBRARY BORROWERS' RESIDENCE*

	1962		1964			
	March	August	March	August	Total	%
Main Divisions						
City	2,017	1,615	1,712	1,521	6,865	56.2%
Towns (Monroe County)	1,477	885	1,232	953	4,547	37.3
Out of County	204	135	188	141	668	5.5
Unknown	54	20	28	20	122	1.0
Main Children's Library						
City	192	140	108	98	538	59.7
Towns (Monroe County)	113	88	59	56	316	35.0
Out of County	11	8	7	12	38	4.2
Unknown	0	4	0	6	10	1.1
Reynolds Audio-Visual Department (Phonograph Records only)						
City	265	174	229	172	840	57.3
Towns (Monroe County)	204	108	150	95	557	38.0
Out of County	15	4	7	10	36	2.5
Unknown	14	6	8	5	33	2.2

* Survey conducted by the Rochester Public Library.

TABLE 5

REYNOLDS AUDIO-VISUAL DEPARTMENT - ROCHESTER PUBLIC LIBRARY

MAJOR FILM BORROWERS - JULY 1, 1965 TO JUNE 30, 1966

Organization	# of Films	Amount of Use Charge Income
Brighton District #1 Schools	295	$ 862.50
Brockport Central School	298	580.50
City School District	3,566	4,261.00
East Rochester Schools	380	833.50
Gates-Chili Schools	1,278	3,294.00
Greece Central Schools	1,543	3,842.50
Hilton Schools	454	1,007.00
Honeoye Falls Schools	128	407.00
Irondequoit District #1 Schools	1,093	2,114.00
Irondequoit District #3 Schools	382	843.50
McQuaid Jesuit High School	154	327.50
Monroe Community College	182	401.50
Penfield Central Schools	2,210	5,851.50
Pittsford Schools	732	1,813.00
Rochester Institute of Technology	607	1,585.00
Rush-Henrietta Schools	690	1,688.50
St. John Fisher College	157	326.00
University of Rochester	136	254.00
Wayne Central Schools	248	466.00
Webster Central Schools	1,190	3,250.00
Wheatland-Chili Schools	343	753.00

* Number of films includes 50 free films-Rochester City School District receives 2,000 free films.

directly by it. But it should be pointed out that, from a functional standpoint, MCLS is in no position to "compete" with RPL. Historically, and in fact, MCLS as a service unit is an offshoot of the RPL. Although it has some service capacity beyond merely the administration of the various contracts, this capacity--besides being limited--could as easily have been placed in RPL. Although this point could be pushed too far, it would appear that the particular formulas for allocating and financing services between the RPL and MCLS as "service units," have been determined as much by the availability of financial resources and the need for speed and flexibility, as they have been by intrinsic service requirements. This would not only explain some obvious inconsistencies in servicing and financing, but also would provide a basis for a broad-gauged "rationalization" of a system which otherwise functions very well.

Technical Services to Libraries by MCLS

Inter-Library Loan Staff: Although the majority of items on Inter-Library loan are secured from the RPL, the actual staff which *processes* the loan requests is part of MCLS' Headquarters Operation (see Chart II, the Organization Chart of MCLS, in Chapter 2). These staff services are offered equally to requests emanating from RPL branches as well as from town and village libraries.

Consulting Staff: MCLS maintains a staff of three library experts who act in a general advisory capacity to the member town libraries in MCLS. These consultants have been instrumental in helping some of the town libraries to improve their services. Originally, when MCLS was in its early stages, the consultants scheduled lengthy in-depth studies of each library in an attempt to "weed out" their book collections and reorganize their services. The findings of these studies were then submitted by the MCLS director to each library's board of trustees in the form of a lengthy report.

TABLE 6

INTER-LIBRARY LOAN REQUESTS - PIONEER LIBRARY SYSTEM

1966

	Total Requests	Total Materials Supplied	Materials Supplied by		
			Rochester Public Library	Towns	State
Monroe	18,793	19,403	17,383	1,294	442
Livingston	2,880	3,027	2,730	160	69
Wyoming	2,622	3,247	2,938	187	88
Wayne	5,093	6,240	5,646	389	119
Ontario	1,997	2,391	2,167	135	53
Total	31,385	34,308	30,864	2,165	771

1965

	Total Requests	Total Materials Supplied	Materials Supplied by		
			Rochester Public Library	Towns	State
Monroe	17,981	18,258	16,916	836	266
Livingston	3,391	3,570	3,179	209	124
Wyoming	3,295	3,844	3,420	297	96
Wayne	4,801	5,489	4,887	404	115
Ontario	1,857	2,058	1,839	171	30
Total	31,325	33,219	30,241	1,917	631

The MCLS consultants no longer engage in "weeding" studies but act primarily on a stand-by basis. In part, this is because of a work overload. For the most part, however, it is because there is no longer any real need for it.

Although there is no specific reference in any of the contracts to the form which consulting services will take, both the service contract (between MCLS and RPL) and the MCLS contract (between MCLS and the town libraries) give MCLS the right to "advise and counsel" both RPL and the town libraries on book selections and library services. However, the "advisory" functions of the MCLS consultants have generally been directed to the town libraries. The RPL branches and divisions have relied primarily on their own consultant staff. In recent years, however, the MCLS consultant staff has turned more towards the administration of general problems, e.g., book grants, and less towards intensive work with individual libraries. Also, the RPL branches and divisions have reached a degree of equality with the town libraries in the receipt of these grant programs. Yet, with the exception of the recently appointed non-user consultant by MCLS, it is still true to say that the bulk of the MCLS consultant work is with the town libraries.

Non-User Consultant: Under a federal "Library Services and Construction Act" grant, MCLS conducted a non-user program primarily in the inner city, for two years. When the federal grant lapsed, in the late summer of 1966, MCLS established the position of "Outreach Consultant" and assumed the burden of the program, under a different format. As presently constituted, the outreach consultant works with community groups, social agencies, and librarians in all parts of the county--determining the needs of library non-users, assessing the capacity of area libraries to meet these needs, and suggesting a variety of programs. Besides the inner-city disadvantaged, the outreach program is concerned with migrant workers, the blind, the adult illiterate and a variety of other groups.

The decision, by the MCLS board, to employ a consultant to work with both rural and inner city people represents a recognition, by it, of the essential similarity which exists in reaching the disadvantaged, wherever they are located. It is also a further recognition, by MCLS, of the fact that RPL--because of the many ecological and financial changes which have taken place in recent years--now has many problems which are equally as serious as those of the formerly less developed town libraries and that MCLS resources should be applied to city libraries as well as town libraries.

Grant Programs:

Cash Grants: Under a formula adopted by MCLS, a portion of its state aid income is set aside for direct redistribution to member libraries. The total amount to be redistributed in the county is determined on a fifteen cents per capita basis. The actual redistribution is made on the basis of the proportion of each library's expenditures on books, periodicals and bindings in the previous year of the total expenditures in the county library system (see Chapter 4).

Table B-1 in Appendix B indicates that the RPL and its branches received $53,195.28 in 1967, which is 56.74% of the total cash grant of $93,751.70. The MCLS headquarters, on the basis of its book, periodicals and binding expenditures (mainly for books to be distributed to member libraries), reserved $10,397,17 for itself. The remaining $30,160.25 was distributed among the eighteen town and village libraries.

Book and Equipment Grants: Although there is no contractual obligation for it, one of MCLS' major services has been the making of grants of books, phonograph records and (most recently) library-related equipment as well as the loan of rotating collections of books and records. Originally these grants were made only to town libraries and were based on the findings of the MCLS consultants as to the needs of the individual library. In most cases the libraries are now free to make their own selections from special lists. The branches of the RPL as well as the subject divisions of the main library covered by the special subject grants are now included in MCLS book and equipment grants. MCLS book grants to member libraries in 1967 are budgeted as follows:

Rotating (towns)	$ 3,208	
Popular Rotating (RPL Branches)	1,800	
Non-fiction Rotating	1,000	
Phonograph Rotating	4,500	
Special Projects:		
Focus Grants	15,200	(36 units receiving $425)
Subject Grants	10,800	(36 units receiving $300)
Greenaway Plan	4,700	

In addition, there are other book projects for use in member libraries which are not listed here. These can be found in the tables in Appendix B.

In 1966, a supplemental appropriation was made of $10,200 for equipment grants to member libraries, which has been carried over to 1967. These grants are for a variety of equipment (such as slide projectors, tape recorders, micro-film readers) used by the library in public service and which it might not otherwise afford. The 1966 equipment grant was to be used as follows:

Unit	Grant
20 Town Libraries	x $300 each = $6,000
12 RPL Branches	x $300 each = 3,600
2 RPL Divisions	x $300 each = 600
36 Units	x $300 each $10,200

In its grant programs, by now including RPL branches and divisions as recipients (except for cash grants which are made to RPL as an entity rather than to individual branches on the basis of total RPL expenditures on books, periodicals and bindings), MCLS again is recognizing the functional equivalency of *all* units in the system and a tacit acceptance of the principle that MCLS services must be a two-way street, with RPL being a benefitor as well as a benefactor.

Direct Services to the Public Provided by MCLS

The only direct services to the public made by MCLS are through the Monroe County Traveling Library (MCTL). As will be pointed out later, MCTL is the only one of the MCLS services which is supported either in whole or in part from an appropriation from the County of Monroe. Furthermore, while MCLS headquarters employees are employees of the MCL *Board*, the employees of the Traveling Library are employees of the county and receive their salaries and fringe benefits out of the county budget. Thus, while MCTL is under the direction of the director of MCLS, it is the only one of its service components which is answerable to the county legislature and which is dependent upon it for support.

The traveling library operates extension services at such county institutions as the Home and Infirmary, the Penitentiary, the Jail and some homes for the aged. The bulk of its services, however, are bookmobile services primarily to suburban and rural communities not within easy access to a town library. The traveling library does not provide community bookmobile services to city residents. City bookmobile services are provided through RPL's Sully Mobile Library and its federally financed inner-city bookmobile, which it operates on contract for the City School District. While the RPL's two bookmobiles serve primarily school children--because of the inadequacy of elementary school libraries in the city--the MCTL serves primarily an adult population.

As will be pointed out later (Chapter 5), the support of the County Traveling Library, which serves only town residents, from county-wide tax revenues represents an inequity--considering the somewhat similar extension needs of the inner city.

The Public Services of Community Libraries

It should be remembered, while we are generally focusing on central services, that the great bulk of the public services offered in the Monroe and Pioneer Library Systems, are provided at local community libraries. As Table 7 indicates, the total circulation of community libraries ("town" libraries and RPL branches) in Monroe County in 1966, 2,930,011, contained by far the greatest portion of the total county circulation of 3,811,031.

Through the federated nature of MCLS, the local libraries are not only the most important units from a functional standpoint but from an organizational one as well. The choice of the federation "option" by MCLS, as an alternative to direct operation of local units by the system, was in part a reflection of a general belief in the importance of retaining local control over community libraries. A library is more than a place where one can go to borrow books. It

TABLE 7

CIRCULATION STATISTICS OF ALL PUBLIC LIBRARIES IN MONROE COUNTY, 1966

Town Libraries			
Brighton Memorial		156,553	
Brockport		53,989	
Chili		65,834	
East Rochester		64,512	
Fairport		105,210	
Gates		89,142	
Greece		201,801	
Henrietta		139,476	
Hilton		34,946	
Honeoye Falls		19,192	
Irondequoit:	East branch	132,457	
	West branch	179,714	
Ogden		40,063	
Penfield		127,207	
Pittsford		135,630	
Riga		16,393	
Rush		19,988	
Scottsville		29,255	
Mumford		9,326	
Webster		150,710	
Total Circulation - Town Libraries			1,771,389
Rochester Public Library Branches			
Arnett		135,257	
*Brighton		131,603	
Charlotte		176,111	
Dewey Avenue		112,111	
Edgerton		41,704	
Genesee		37,503	
Hudson Avenue		85,568	
Lincoln		65,716	
Monroe		80,889	
Portland		68,542	
South Avenue		76,536	
Sully		147,082	
Total Circulation - RPL Branches			1,158,622
Total of Community Libraries			2,930,011

* Brighton Branch replaced by Winton Road Branch in June, 1967.

TABLE 7 (continued)

Rochester Public Library - Main Library		
Books	468,117	
Phonograph records	60,751	
Films	27,015	
Total Circulation - Main Library		555,883
Rochester Public Library - Extension		
Sub-branches	34,245	
Stations	14,099	
Sully Mobile	128,320	
Inner-city bookmobile	31,845	
Total Circulation - Extension		208,509
Monroe County Traveling Library		
Bookmobile	73,180	
Extension	43,448	
Total Circulation - Traveling Library		116,628
TOTAL CIRCULATION OF ALL LIBRARIES IN MONROE COUNTY		3,811,031

Rochester Public Library		
Total Circulation		
Rochester Public Library - Main Library	555,883	
Rochester Public Library - Branches	1,158,622	
Rochester Public Library - Extension	208,509	
TOTAL CIRCULATION - ROCHESTER PUBLIC LIBRARY		1,923,014

is an important element in the life of a community, a measure of the quality of living in that community. Not only does it provide important recreational services, but it offers opportunities for continuing education for all levels and serves as a valuable information resource. It is also a place where citizens can meet and feel a sense of community participation (it is no accident that many libraries are located in town halls).

In spite of the highly decentralized nature of local library financing and control, the MCLS "umbrella" has succeeded in tying in all community libraries in such a way that, from a functional standpoint (that is, from the standpoint of the individual user), the local library outlet functions as if it were but a unit in a system--which it is. Thus "functional equivalency" applies to RPL branches as well as town and village libraries. Although RPL branches have no separate legal identity, their relationships to their community, to MCLS and to the RPL "central library" are in most respects identical to those of the "independent" town libraries. (For example, RPL branch heads attend the same book selection meetings as do town library directors and have the same degree of freedom in their choice.) In short, the effect of the contracts provided under the federated MCLS "umbrella" is to bring about a remarkable degree of functional unity--in spite of some _de facto_ inequities.

CHAPTER 4

THE FINANCIAL BASIS OF THE MONROE COUNTY LIBRARY SYSTEM

An understanding of the financial basis of MCLS is requisite to understanding its operations. This is especially true since, as the Introduction indicated, the bulk of the system's problems are financial. These problems are of two kinds: a) the need for a more equitable support of central services, and b) the need for an increased level of support for many of these services. In both cases, the problem is a lack of adequate financing of MCLS services. In particular, there is a lack of adequate local financing. For, with the exception of the Monroe County Traveling Library, all of the central services provided by or through MCLS are possible only because of state (and to a much lesser extent, federal) library aid payments. Although this aid has played a vital role in the establishment and growth of library services in this area, it can no longer be considered adequate for the service needs which it has helped to develop.

The purpose then of this chapter is to provide some idea of the overall financial relationships which are involved in MCLS and to lay the groundwork for a discussion of the related problems of fiscal inequity and inadequacy.[1] This chapter is intended only as a brief summary--it is not expected that all of the fiscal complexities of the system can be captured in a report of this nature. However, it is felt that once the system is grasped, it is not nearly as complex as might appear on first glance, and that such a summary is adequate to an understanding of the basic problems with which this report is concerned.

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[1] Both of these problems are discussed in much greater detail in Chapter 5.

For the convenience of the reader, the bulk of statistical tables dealing with MCLS, RPL, and community library finances have been placed in Appendix B at the back of this report.

Since the main concern of this study is central services, the focus of this chapter has been on the two organizations providing these services--RPL and MCLS. We are quite aware, however, that the financial "health" of these two organizations may have important ramifications on the ability of the community libraries, both in the city and towns, to function.

For example, as elaborated in the next chapter, MCLS could be doing much more--were the resources available--to encourage and equalize library services in suburban and city neighborhoods. In terms of the limited purposes of this study, however, it would be best not to get involved at this time in a detailed discussion of community library finances. (Some relevant financial information on branch and town libraries has been included in the tables in Appendix B.)

State Aid to Library Systems in New York State

As was mentioned in Chapter 2, the rapid development of county library systems in New York State is directly attributable to a program of state encouragement in the form of sizable financial assistance to library systems meeting the service requirements of the State Commissioner of Education. Without embarking upon a detailed explanation of this somewhat complex subject, the workings of the state library aid formulas may be summarized as follows:

New York State aid to library systems is made on the basis of three categories: "annual aid," "area aid," and "matching book aid." Annual aid is made each year on the basis of how many counties are covered by the system. For systems serving less than one county the amount is a flat $10,000. For systems serving one full county, the amount of annual aid is $15,000, and for systems serving more than one county, the aid is $20,000 for each entire county and $10,000 for each additional part.

Area aid is based upon the number of square miles covered in the proposed plan of service for the library system. The formula for area aid is $8.00 per square mile of area served, where one or less counties is served. For systems serving more than one county the amount per square mile is increased by $4.00 per square mile, with a maximum ceiling of $24 per square mile for the area encompassed by the entire system.

By far the most significant formula, from the standpoint of the MCLS, is the third category--"matching book aid." This formula is based on a matching by the state of expenditures by all of the libraries in the system on books, periodicals, and binding in the previous year. There is a minimum aid payment of $.40 per capita of the population served, and a maximum of $.70 per capita.

Under the three basic aid formulas, the total amounts of aid received by the five counties in the Pioneer Library System from 1964 through 1967 were as follows:

	1964	1965	1966	1967
Monroe	$329,118	$350,537	$414,826	$475,080
Livingston	47,264	47,240	46,945	60,745
Wayne	56,460	54,421	55,237	74,180
Ontario	30,029	30,075	36,615	55,837
Wyoming	41,577	41,490	44,850	53,723
	$504,448	$523,763	$598,473	$719,565

It is clear that the provisions of the aid formulas are intended to encourage the formation of multi-county systems such as the five county Pioneer system, because of the sliding scales for area and annual aid payments to systems encompassing more than one county. The matching book grants are also intended as a form of reward for systems with strong central book resources, and as incentive to the improvement of existing resources. Although the amounts of the aid formulas could be criticized as being insufficient, the tremendous importance of this aid in revitalizing library services in the state cannot be minimized.

Central Library Aid

An increasing realization of the importance of central libraries to the operation of effective library systems--and a recognition of some of the services and financial burdens placed on such central libraries--culminated in the passage of legislation in 1966 which earmarked specific aid for the central libraries of library systems. This aid, based on $.05 per capita of the population of the total area served by the central library in the library system, made available approximately $40,000 for the RPL, as the central library of the Pioneer System. As a condition for the receipt of this aid, the central library is required to submit a detailed plan to the Commissioner of Education of the ways in which this money is to be used. Considered as a supplement to the budget of the central library, this aid is intended to strengthen the programs of the central library, rather than merely to increase its revenues.

Monroe County Library System 1967 Budget

The financial activities of MCLS fall under three general categories: 1) Service payments to the RPL, 2) Headquarters operating expenses, and 3) Cash grants. An additional activity, the Monroe County Traveling Library, although administered by the MCLS headquarters staff, is financed separately. All of the three activities mentioned above (not including the Traveling Library) are financed either directly or indirectly through state aid payments.

The state aid receipts of MCLS, listed on Table 8, fall under three categories. The first category consisting of $419,514 in 1967, is Monroe County's share of the three state aid categories (matching book grants, annual grants, area grants) mentioned above. The second category consisting of $14,800, represents service payments by the state to MCLS for participating in the teletype, facsimile transmission, and area resources programs of the state. These programs are administered by the headquarters staff of MCLS. The third category, consisting of $52,130, is composed of service payments by the other four county library systems in the Pioneer Library System. This money, derived from state aid payments to the other four library systems, is then transmitted to MCLS in accordance with the provisions of the contracts between each of these systems and MCLS. The bulk of these payments are then retransmitted by MCLS to RPL--the provider of most of the contracted services--in accordance with the contract between MCLS and RPL. Of the $52,130 in Pioneer Library System payments received by MCLS in 1967, all but $7,495 (for MCLS' Inter-Library Loan processing staff) is retransmitted to RPL. From the standpoint of this study, the most important of MCLS' three revenue sources is the first, the $419,514. This is not only because it is the largest but because it is the source for all three of the service categories provided by MCLS for its member libraries.

TABLE 8

MONROE COUNTY LIBRARY SYSTEM

1967 BUDGET

Receipts

Cash Balance, January 1, 1967		$ 17,108
State Aid - MCLS		419,514
Matching Book Grants	$386,054	
Annual Grant	20,000	
Area Grant	13,460	
State Service Payments		14,800
Teletype	2,000	
Facsimile Transmission	4,400	
Area Resources Center	8,400	
Pioneer Library System Payments*		52,130
Inter-Library Loan Service Charges	7,495	
Inter-Library Loan RPL Book Charges	2,452	
Book Processing Charges	40,183	
Central Library Payment	2,000	
Miscellaneous		3,000
Total Non-County Receipts		$506,552
County Appropriation for Traveling Library		73,063
Total Receipts for Monroe County Library System and Monroe County Traveling Library, 1967		$579,615

*From state aid payments to the other four library systems in PLS. All but the first item (Inter-Library Loan Service Charges) are retransmitted by MCLS to RPL as reimbursement. The second item (Inter-Library Loan RPL book charges) is not reflected in the RPL budget as it goes into a special fund.

TABLE 8 (continued)

MONROE COUNTY LIBRARY SYSTEM

1967 BUDGET

Expenses

Service Payments to RPL			$221,838
Central Book Processing		$188,183	
RPL Books	$63,000		
Other MCLS Books	85,000		
PLS Books*	40,183		
Delivery Service		13,600	
Poster and Display Service		6,870	
Duplicating Service		6,500	
Administrative Assistant (new)		3,685	
Rent		1,000	
Central Library Payments*		2,000	
Headquarters Operating Expenses			201,209
Administration (part-time)		10,625	
Consultant Staff		53,140	
Inter-Library Loan		21,569	
Book Budget**		70,684	
Miscellaneous**		45,191	
Cash Grants			83,261≠
To RPL		53,195	
To Town Libraries		30,066	
Total from Non-Monroe County Revenues			506,308
Monroe County Traveling Library			73,063
Total Monroe County Library System 1967 Budgeted Expenses			$579,371

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*Reimbursed in full by the other four county systems in PLS, from their state aid revenues.

**These items are broken down more fully in Appendix B.

≠The total cash grant for 1967 is $93,752. The MCLS, on the basis of its expenditures on books, periodicals and binding, retained $10,397.17 for itself.

Service Payments to the Rochester Public Library

This is the largest of the three expense items of MCLS, consisting of $221,838 in 1967. It is also the most important in terms of this study. This is because the issue of fiscal inequity rises from the fact that the size of the service payments paid by MCLS to RPL is not adequate to meet the full extent of the services provided by RPL to MCLS and its member units. This category is important also to the extent that it imposes a limit on the resources available to MCLS for its other activities. For the level of expenditures by MCLS on service payments to RPL, while inadequate, is fixed in the contracts. Considering the fairly static nature of MCLS revenues, the existence of sizable financial obligations to RPL creates a definite strain on MCLS finances. Thus there is a dilemma tied up in the fact that MCLS' service payments to RPL are much too small to meet RPL's needs and much too large in terms of MCLS' financial structure.

The service payments to RPL--$221,838--are for seven services specified in the contract between MCLS and RPL. The first, and by far the largest--central processing--is for $188,183. Of this amount, $40,183 comes from the other four Pioneer Library System counties and is retransmitted by MCLS to RPL. Of the remaining $148,000, $63,000 is for the processing of RPL's own books. (This is the maximum amount allowed under the contract between RPL and MCLS). The remaining $85,000 is for the full reimbursement of processing the books of all other MCLS units in Monroe County. The only other item representing PLS payments is for "central library payments," amounting to $2,000. All of the other payments are in full (delivery) or partial payment (e.g. multilith, poster) of services provided by RPL to MCLS units.

Headquarters Operating Expenses

The next largest expense item, $201,209, involves those services which are provided directly by the MCLS staff, rather than through RPL. This is the most flexible of the three MCLS expense areas, having no fixed level of responsibility under any of the contracts. Included under this category are the many services which MCLS provides community libraries in both the towns and city, e.g., the rotating and subject book grants, the equipment grants, the Inter-Library Loan *processing* (most of the books themselves come from RPL), etc. Also included are the MCLS consultants. While these consultants direct most of their advisory efforts only towards the town libraries (with the exception of the recently appointed non-user consultant), they are also responsible for the administration of the many grant programs, which benefit town and city resident alike. With the exception of $10,625 paid in part-time compensation to RPL "administrative" employees who divide their time between the two organizations (including the Director), all of the headquarters services of MCLS are provided by employees of the Monroe County Library Board.[1]

As with the other expense areas of MCLS, the headquarters operating expenses are victims of what has been labelled "fiscal inadequacy." That is, the sole reliance on a limited (and somewhat indefinite, in terms of annual increases) amount of state library aid has had the effect of limiting the planned and rational development of MCLS' services to community libraries. The effect of fiscal inadequacy has been especially marked with regard to headquarters services due to the lack of clear cut contractual responsibilities in this area. In short, the MCLS headquarters must make do with those funds which are left over after the other two obligations--cash grants and RPL service payments--are met. The effect of this has been to keep the range of MCLS services in this area below generally desired levels.

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[1] The employees of the Traveling Library, however, are employees of the county, not of the MCLS Board, and receive their full compensation and personnel benefits from Monroe County.

Cash Grants

The third major area of MCLS financial activity, cash grants to member libraries, amounted to $93,752 in 1967. This amount is established in the contracts with RPL and with the town libraries in MCLS. The method of computation used in determining the total amount is to multiply the population of the county by fifteen cents. This is then distributed to the member libraries (including MCLS itself) on the basis of the expenditures on books, periodicals and binding by that library in the preceding year. As the largest library in the system with 56.74% of the relevant expenditures, RPL received the largest cash grant of $53,195. The next largest was MCLS itself, which retained $10,397. The remaining $30,160 was shared among the town libraries.

As is the case with the other two areas of MCLS activities, the effectiveness of the cash grant program has been hampered by the MCLS' shortage of financial resources. Both in terms of the amounts available and the method of computation and distribution, the cash grants have not been able to play as important a role as they might in the improvement and equalization of community library services. (This will be discussed in greater detail later on.)

Rochester Public Library Budget, 1967-68

As the central library of the MCLS, RPL is intimately involved in the MCLS financial picture. As mentioned above, the payments to RPL represent the largest single area of MCLS financial activity. Furthermore, the role of MCLS service payments and other revenues in RPL's financial operation has become quite important.

As indicated in Table 9, the total RPL appropriation for 1967-68 is $1,868,100 plus approximately $185,000 for personnel benefits. Estimated revenues amount to approximately $500,000. This includes over $200,000 in reimbursements from MCLS (and, through it, from the other counties in PLS), all of which is derived from state aid payments to MCLS and its affiliated library systems. Approximately $200,000 represents revenues from private funds, fees (both for the Reynolds Audio-Visual Department as well as for general library purposes) plus the $50,000 MCLS cash grant. Forty-nine thousand dollars is the amount received by the City School District (from its Title I revenues) for the operation of an Inner City Bookmobile. An additional $40,000 represents a recently enacted state grant to the central library of accredited library systems. Thus, the City of Rochester maintains a net burden of approximately one and a half million dollars annually (including personnel benefits) for library purposes, of which slightly over one-third is for branch services.

Table 9 is an attempt to break RPL expenses down into four general program areas: Main Library Public Services, Central Library Technical Services, Branch and Extension Services, and General Services. By then relating each of the items in the four categories against any related revenues, it will be possible to determine the extent of any fiscal inequity between RPL and MCLS in the financing of a particular central service. For example, Table 9 shows that the cost of central processing in the 1967-68 budget is $236,800. Yet the reimbursement by MCLS is only $190,000 (because of a $63,000 ceiling placed by the contracts on

TABLE 9

ROCHESTER PUBLIC LIBRARY 1967-68 BUDGET*
BROKEN DOWN INTO ESTIMATED PROGRAM CATEGORIES WITH ATTRIBUTABLE REVENUES

Program	Estimated Cost	Attributable Revenues	Revenue Source	Net Cost to RPL
MAIN LIBY SERVICES	($656,700)	($ 85,000)		($571,700)
Main Liby Operations	476,000			476,000
Main Liby Maintenance	110,700			110,000
Reynolds Audio-Vis. Dept.	70,000**	85,000	Reynolds Fund, User Charges	- 15,000
CENTRL LIBY TECH. SERVICES	($345,000)	($217,000)		($128,000)
Central Processing	236,800	190,000	MCLS, PLS Paymts	46,800
Shipping	35,700	13,600	MCLS Serv. Payments	22,100
Duplicating	13,000	6,500	MCLS Serv. Payments	6,500
Public Relations & Art	29,500	6,900	MCLS Serv. Payments	22,600
Public Serv. Consultants	30,000			30,000
BRANCH & EXTENSION SERVICES	($575,000)			($575,000)
Branch Operation	380,000			380,000
Branch Maintenance	115,000			115,000
Extension (& Mobil Liby)	80,000			80,000
GENERAL SERVICES	($200,300)	($ 6,500)		($193,800
Administration	104,200	3,700	MCLS-Adm. Assistance	100,500
Switchboard	8,300			8,300
Circulation Records	57,000	2,800	Contracts - Towns	54,200
City Historian	18,000			18,000
Other	12,800			12,800
SUB-TOTAL	($1,777,000)	($308,500)		($1,468,500
INNER CITY BOOKMOBILE	$48,700	$ 48,700	City School Dist. Fed. Aid	----
CENTRAL LIBY AID PROGRAM	42,400	42,400	State Centl Liby Aid	----
	($91,100)	($ 91,100)		
SUB-TOTAL	($1,868,100)	($399,600)		($1,468,50
NON-ATTRIBUTABLE REVENUES ($126,800)		$ 50,000	MCLS Cash Grant	
		60,000	Fines	
		2,000	PLS Centl Liby Paymt	
		4,800	MCLS, PLS Rent	
		10,000	Private Income (Excl. Reynolds Fund)	
TOTAL REVENUES		($526,400)		
CITY APPROPRIATION	$1,868,100	$526,400		$1,341,70
PERSONNEL BENEFITS	184,695			184,69
FULL COST TO CITY	$2,052,795			$1,526,39

* This budget has been compiled from a variety of sources and should not be considered more than an estimate.

** A number of services relating to the operation of the Reynolds Department are includ under Main Library Operation.

the reimbursement for RPL processing of its own books.) Thus there is a net inequity of $46,800 in the financing of central processing. And so on for the other services. This service-by-service approach is the one used in Chapter 5 in discussing the problem of fiscal inequity.

While the service-by-service approach is most useful to an understanding of the nature of the fiscal inequity problem, one must not lose sight of the overall defect in the financial structure of the system which is basically responsible for the existence of major inequities. This defect, referred to above as "fiscal inadequacy" is attributable to the lack of substantial local (that is, county) participation in the financing of metropolitan-wide central services. As the next chapter will indicate, the RPL's excessive burden for central services can only be alleviated through the vehicle of an overall strengthening of the financial structure of the system. This strengthening should take account of the adequacy of existing service levels (in both RPL and MCLS) as well as the equity of support.

Conclusion

As in all other organizations the adequacy of the financial structure of MCLS has been a crucial determinant of the adequacy of its services. As was indicated, the excessive dependence of MCLS on state aid has created a major problem for the future of the system. Because all three of MCLS' main service areas (excluding the Traveling Library) are dependent on the same reservoir of state aid, the effect has been to impose a detrimental limit on the ability of the system to function and grow in each of these areas. Due to the dedication and excellence of the personnel in both of the central library organizations, the existing quality of services has been maintained at a high level. However, there is no question that a rationalization of the current inadequate financial structure leading to an expanded and simplified revenue base would help to ensure the continuous and harmonious development of the system.

CHAPTER 5

FINDINGS AND RECOMMENDATIONS

As was mentioned in the Introduction, the main focus of this study is on the short-term problems of the library network in Monroe County. That is, our main purpose is to attempt to "rationalize" or perfect the existing system rather than to seek to change fundamentally its basic structure. Futhermore, the problems to be tackled were perceived primarily as inequities or inconsistencies in the existing financial and contractual apparatus rather than as problems in the administration or organization of library services.

The reasons for this approach were many. Perhaps the most important was the conviction, rapidly acquired, that as far as the quantity or quality of services were concerned, the Rochester Public Library (RPL) and Monroe County Library System (MCLS) were models of excellent and efficient library service. A related factor was the conviction that the existing cooperative and contractual structure existing in Monroe County was an extremely effective one, one that had worked for many years, and one that combined two very important objectives: effective central services and active local control and participation.

Even more important was the feeling that any move toward revising the overall structure of MCLS must await the solution of its major financial problems, involving the lack of equitable reimbursement of the central library and the insufficiency of the overall financial base. Any move towards centralization, for example, must be predicated on the expectation of improved services. But it must first be demonstrated that, given adequate resources, the existing structure could not do the job. It is evident that the existing system has not had sufficient financial resources. Moreover, it is by no means clear that a centralized system would be more "efficient." It should be understood that the approach taken in this report does not indicate a complete endorsement of the present decentralized approach as the only possible long-term solution, but that further consideration of the question must await the needed rationalization of the existing system. This question will be explored more fully in the next chapter.

The central concern of this study--fiscal inequity--is undoubtedly the major short term problem faced by the system. This problem takes many forms. Briefly stated, however, it may be summarized as follows: a fiscal inequity in involved (a) when a service is provided on a metropolitan basis but is disproportionately supported (either wholly or in part) by a municipality; or (b) when a service, supported by a metropolitan agency, is provided exclusively to a particular part of the metropolitan area.

Although the major problem involved in library fiscal equity in Monroe County was primarily one of finding a mechanism for equalizing the burden of central services provided by one unit within the system--the RPL--it became apparent that there were several other aspects to the problem of fiscal equity and the short term rationalization of MCLS finances, besides merely the redistribution of the burden of financial support of existing service relationships.

Foremost among these additional factors was one which is somewhat elusive to pin down but which has undoubtedly played an important role: the effect which the existence of a large inequity has had on inhibiting the growth of the central library itself. There is no question that massive fiscal inequity has limited the ability of RPL to plan effectively for the future and to expand its collections and services on a regular and rational basis. (The fact that they have expanded to the extent they have is a tribute to the skill and perseverance of RPL's staff.) It is also likely that salary levels have been kept at a lower than desirable level. The growth area, however, which has been most affected has been in the too long deferred physical renovation and expansion of the inadequate Rundel Memorial Building. In addition, it is likely that the fiscal equity problem has acted to put somewhat of a damper on the city's capital expansion plans for its branch libraries, many of which are greatly in need of replacement.

Besides the need to look at the effects of the fiscal equity problem from a dynamic, rather than a merely static viewpoint, it is also necessary to look at it as part of a more serious general problem: the lack of adequate and secure financing of all MCLS program areas. The excessive dependence of MCLS on state aid and the obverse, the lack of large scale county financial support have probably been the major factors causing the inconsistencies and inequities in the reimbursement of central library services. In addition, this "fiscal inadequacy" has had adverse limiting effects on two other MCLS areas: (a) services provided directly by MCLS to (town) community libraries, and (b) the cash grants provided by MCLS to member libraries.

Thus, it is our strong feeling that the different functional areas of MCLS are interrelated with the problem of fiscal inadequacy affecting all of them. Although the main focus of this study is still on the problem of fiscal inequity in reimbursing RPL services, it becomes necessary to examine some of the ramifications of these interrelationships on other MCLS services besides those administered by the RPL. For, as has been mentioned, the existing allocation of services and burdens is something which has developed historically, owing as much to previously existing limits and opportunities as to any master plan. While this short term overview cannot claim to be a comprehensive intensive analysis, it is undoubtedly necessary that the examination of the fiscal inequity problem be as all-inclusive as possible. In particular, the whole question of MCLS's role in the encouragement and equalization of neighborhood library services is something which has to be reviewed.

This chapter is organized as follows: first will be an analysis of the problem of fiscal inequity, with the breakdown of the components of the problem into five categories; second will be a discussion of the costs involved in each of these areas of inequity; third will be a discussion of the problems involved in setting up an adequate financial mechanism for solving each of these inequity areas.

Following this discussion of the fiscal inequity problem will be a treatment of the general subject of "fiscal inadequacy" and its ramifications for making recommendations for the growth of the central library, the expansion of MCLS services, and the development of a more effective cash grant system for MCLS.

Saved for the concluding chapter is a discussion of the "long-term" implications of this study and the need for a more thorough look at the whole question of library services in relation to considerations of public policy.

Fiscal Equity

The problem here is primarily one of determining what "central" services are involved in an inequity and then ascribing a cost to it. The following discussion attempts to develop five "levels" of inequity going from the most clear-cut to the most optional. Nowhere, however, in this discussion is the matter of branch or community library services envisaged as being involved in a fiscal inequity. Under the provisions of the October 3, 1967 resolution by the Monroe County Legislature on library equity (see Appendix A) only "central" services were at issue. Yet the resolution did not attempt to specify precisely what services were to be included. This was left up to future negotiators to determine. The major purpose of this chapter, therefore, is to provide some definition of what central services are involved, and some guidelines to the final disposition of the fiscal equity problem.

The job of describing the problem of fiscal inequity is a rather complex one. The main reason for this is that the contractual framework for services and financing under the MCLS does not lend itself to easy and sweeping generalizations regarding the system as a whole. Rather it is no exaggeration to say that the existence or non-existence of an inequity can only be established and measured separately for every area of service.

Concentrating for the moment on fiscal inequities involving services provided directly by the RPL--the major problem in this study--the problem of fiscal inequity may be divided into four component subdivisions or levels. These levels correspond to rough dividions in the nature of the service and type of financing relationship under which it is provided. Areas of inequity are, in decreasing order of importance: (1) public services provided directly by the RPL to town residents; (2) technical services provided by the RPL to town libraries through the MCLS contract; (3) services provided by the RPL to town libraries on a de facto basis; and (4) internal or "hidden" overhead costs involved in operating the central library but which are not directly involved in any contractual or de facto service relationship between the central library and the towns. In addition to the four areas involving services provided by the RPL, a fifth area of inequity concerns services provided directly by the MCLS to town libraries or residents only--in many cases paralleling services provided by RPL for its own residents with no reimbursement.

Following is a brief discussion of each of the five inequity areas mentioned above:

#1 First Level of Inequity: Use of Main Branch Public Services

Under its contract with the MCLS, the RPL is required to allow any card-holder within the five county Pioneer Library System the right to use any of its library facilities and to borrow books and use other library services, in exactly the same manner as card-holding city residents. Although reciprocal privileges are extended to city residents--in MCLS' contracts with its town libraries and with the other four county systems--by the town libraries, the major significance of this contractual requirement, so far as the question of metropolitan equity is concerned, is quite clear. The Central library (the Rundel Memorial Building or "main branch") of the RPL has, in effect become the "main branch" for every library user residing within Monroe County and, to a slightly lesser degree, within a five county area.[1]

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[1] The problems of inequity regarding metropolitan use of branch or community libraries will be discussed later on.

The extent of the inequity is readily apparent. Although some form of full or partial reimbursement is allocated for most of the technical services provided by the RPL under the contract, *there is no direct reimbursement for the main branch services which the RPL is required to provide to out of city card-holders* (primarily through letting them borrow books and use the reference facilities of the main branch), a service which in many respects is the most significant of all in making the library network a meaningful entity.

The extent of this inequity can be measured partially by the recently released results of a borrower survey which was conducted by the RPL. This survey, which was based on 175,000 circulation records for March and August of 1962 and 1964 showed that approximately 40% of those who borrowed materials from the main library's divisions, Children's Room and Reynold's Audio-Visual Department (this includes phonograph records only) resided outside of the city, with close to 95% of the total (city included) residing within Monroe County.

Nor can this be considered a full measure of the metropolitan importance of the central library. The above survey measured only borrowers; it did not measure those who used the main library's extensive reference department as well as its many other facilities which would not be covered in circulation figures (art gallery, lectures, films, local history division, etc.)

A listing of the institutional borrowers of films from the main library's Reynold's Audio-Visual Department--the largest collection of films of any public library in the United States--shows that well over three-fourths of the benefitors of this important special service reside outside of the city.

It is likely that the percentage of out-of-city users has increased since 1964, the last year which the survey measured, because of the continuing migration to the suburbs of traditional library users. Moreover, the availability of such services as telephone book ordering and information requests, necessitated in part by the severe parking shortage around the main library have probably served the needs of suburban users in ways which would normally have been met only through direct use. Unfortunately, residency information is not available on telephone use.

In short, it is clear that the main library is serving a county-wide clientele and that the lack of either MCLS (state aid) or county funds as reimbursement for this represents a significant, in fact the most significant, inequity of all. *It is recommended that 100% of the cost of providing public services at the main branch be assumed on a county-wide basis* (the mechanism for measuring and financing this will be discussed in a later section).

#2 Second Level of Inequity: Inadequate Reimbursement for Contractual Technical Services

Under the service contract, there are a number of central services provided by the RPL which receive some reimbursement by the MCLS (from its state aid revenues) and from service payments from the other four county systems (also from state aid). With the exception of delivery services, however, none of these RPL contracted services receives fully equitable reimbursement from MCLS. Nor are personnel benefits, paid out of a separate fund, included for reimbursement.

The effect of this inadequate reimbursement of contracted services has been to make a clear distinction between RPL and the other member units in MCLS and the Pioneer Library System, when reimbursing RPL for central services. While services provided town libraries are generally completely reimbursed by MCLS, the same services provided by RPL to its own branch libraries and divisions--also members of both systems--are either not reimbursed at all or only incompletely (with the single exception of delivery). This "junior partner" status of RPL is clearly inequitable.

In centralized processing, for example, the RPL is paid fifty cents for every dollar spent by the MCLS and the Pioneer County Library System on books and binding provided by the Acquisitions and Preparation Divisions of the RPL. This formula has been shown to provide a fair measure of the full expenses of the RPL on central processing of these materials, exclusive of fringe benefit costs. There is no ceiling placed on the total absolute amount to be received by the RPL for processing these materials for other MCLS and Pioneer Library System libraries. However, the MCLS' contract specifies that, while the RPL is to be reimbursed by the same formula for processing the materials of its own divisions and branches, there is to be a ceiling of $63,000 annually on the payment which RPL is to receive for this purpose. As the discussion in Chapter 3 indicates, this falls considerably short of the full amount spent annually by the RPL for processing its own books.

A similar inequity exists in the case of two other contracted services. Under the contract, the central library of RPL provides poster and display services and multilith services to all units of the MCLS, on the same basis as it serves RPL units. However, the service contract provides only for 50% reimbursement by MCLS for these services. Thus, while RPL is fully reimbursed for extending these services to town libraries, it may be said to receive little or no reimbursement for providing the same services to its own units.

Although this area of inequity is neither quantitatively nor qualitatively of the same magnitude as the first area (public use of the main branch), it is still a clear cut and considerable inequity.

There is no question that the 1960 contracts represented a considerable improvement over what had existed previously. For the first time the city was treated as a full-fledged member of MCLS in the sense that it became entitled to some of the same financial assistance as the town libraries. However, the steps taken did not go far enough in equal treatment of the RPL due primarily to the lack of adequate system-wide revenues (this will be discussed later).

It is therefore recommended that the service contract between RPL and MCLS be revised to call for 100% reimbursement of all contracted RPL services provided to MCLS member units, including RPL branches and divisions.

#3 Third Level of Inequity: De Facto Services

There are a number of services provided by RPL on a regular basis to town and village libraries which are not required under any of the contracts and which therefore are not eligible for any (state aid) reimbursement. The importance of these services to the town librarians can be measured by the results of a ballot taken of community library heads by the MCLS (see page 91) to determine their preference and priorities. The mere fact that MCLS would include this on a ballot of "MCLS services" indicates that these services, regardless of their lack of contractual authorization, must be considered an integral aspect of the functional makeup of MCLS. Moreover, the very fact that these services are provided to MCLS members at all is an outgrowth of the already existing close cooperative relationship between city and town libraries through MCLS.

It is not our intention to detail all of those services which fall under this category. The more prominent ones, however, are the book selection checklists and the book selection meetings, conducted on a bi-weekly basis for community library heads, the many services rendered by the public relations director, in addition to the art and poster services already partially reimbursed and shipping room services. There are several other services which could be mentioned as well, including the general category of consultant advisory services (dealt with under the fifth level).

Without making specific recommendations at this time, it should be pointed out that *the question of revising the service contracts should not only involve the fuller reimbursement of services already included in the contracts, but should also involve the inclusion of services for which there is currently no contractual recognition but which are integral services of MCLS.*

#4 Fourth Level of Inequity: General Services

The first three categories all dealt with definable central services provided by the RPL to individual libraries or users. The fourth level of inequity involves services which may not entirely be defined as "central" in their consequences or which may be essentially overhead type services, the impact of which on the other member libraries is less direct than the services previously mentioned. Unlike the other services, where fairly clear inequities were involved, there may be some room for debate as to the degree of inequity involved in each of these "general" services.

Examples of such services are: "General Administration" (including the director, assistant directors, personnel office, etc.), "Circulation Records," "Undistributed Charges" (postage, supplies, etc.), "City Historian," and several others. Also to be included in this category are the "fringe benefits" of central library employees.

The initial problem posed by such services is to determine to what degree they constitute "central services" as we have been using the term. "General Administration," for example, is concerned partly with administering branch services in the city. "Circulation Records" is a service primarily to RPL units (including the central library); over one-half of the town libraries will be contracting directly with RPL in 1968 for these services (listed as "IBM charges"). Similarly, "Undistributed charges" are beneficial for branch as well as central library units. The same, of course, is true of a portion of RPL fringe benefits.

The City Historian poses a special problem. Although in the most literal sense he is serving the city, the Local History Department at the library and the reports issued by the city historian are a definite service to the entire metropolitan area. Whether to include the city historian under the fiscal equity agreements is, therefore, a somewhat arbitrary matter, although it has much to recommend it--especially since city taxpayers are already contributing to the support of the county historian.

In short, the problem is essentially one of how to define the "central library," whether one uses a broad or narrow definition. The decision to include all, a part, or none, of these "general services" in the equity agreements will have to be carefully reached and depends largely on whether the approach taken by the negotiators is a broad or narrow one.

#5 Fifth Level of Inequity: MCLS Headquarters Services

The four levels of inequity mentioned so far all involve services provided by RPL. A fifth level of inequity involves services provided directly by the MCLS. This fifth level of inequity involves the failure by MCLS to include the RPL and its branches as full recipients of a number of the staff services provided directly by MCLS.

This form of inequity is limited primarily to two particular services: consultant services and extension services. As was pointed out in Chapter 3, both the RPL and MCLS maintain consultant staffs and provide traveling or mobile library services. The recipients of the RPL consultant and mobile library services are the branches and residents of the city. The recipients of the MCLS consultants and traveling library are the libraries and residents of the towns. There is considerable cooperation between the RPL and MCLS consultants, but most of the assistance is one-sided: i.e. the extension of some RPL consultant services (such as book meetings) to the town librarians. While focus and special book grants administered by the MCLS headquarters staff are how provided to RPL branches, the bulk of their advisory consulting--promised in the contracts to both city and towns--are reserved primarily for the towns. The cost of maintaining duplicate extension and consulting services by the city is well over $100,000 annually. This represents a definite inequity in the sense that the county library system is maintaining similar services primarily for town libraries, for which the town libraries are not paying a cent (MCLS consultants are supported by state aid; the county traveling library is supported by a general county appropriation, from a tax levy on city and town residents).

A logical way to end these inequities would be to include both RPL consultant and extension services under the fiscal equity contractual agreements for county-wide reimbursement. This would not only have the effect of ending the inequity but would also have the added benefit of allowing MCLS and RPL consultants to work on a completely cooperative joint basis, when working with inner city and rural and suburban library problems--certainly a desirable goal.

The existence of these two inequities are remnants of the origins of MCLS, when most of its services were geared to extending RPL services to the towns. This level of inequity is similar to the second level (inadequate contractual reimbursement) most of which has to do with MCLS' failure to reimburse RPL services to city branches and residents on the same basis as town libraries and residents. This was an understandable distinction in the days when MCLS revenues were limited and town libraries were relatively undeveloped. This is, however, no longer defensible.

MCLS has taken effective measures to terminate similar inequities in other of its direct staff services. For example, RPL units and divisions are now recipients of special book and equipment grants on the same basis as town libraries. A new position of "Non-User Consultant" was established to work with both inner city and rural libraries and groups. MCLS inter-library loan processing was recently expanded to permit servicing of requests emanating from city branches and users of the town branches. It is recommended that similar steps be taken to end all inequities in the service recipients of MCLS direct services, both by extending MCLS services to city units and by fully reimbursing all parallel RPL services.

A Possibility: Selective Merger of Functions

In general, this report has gone along with the maintenance of the existing division of labors and organizational responsibilities, as the most feasible short term approach. However, in one or two cases, thought should be given to the possibility of transferring responsibilities outright from RPL to MCLS. This is especially true where both RPL and MCLS are now maintaining parallel operations performing identical functions, but with MCLS' operation directed only at town residents. There is some precedent for such a selective merger, in the transferring of inter-library loan processing responsibilities to MCLS.

The Extension Departments of MCLS and RPL would appear to be a logical candidate for such a merger. Both operate bookmobile operations, out of contiguous headquarters in the central library. The County Traveling Library, supported by general county tax levies (on the city and the towns) serves only the towns. The city Extension Department, supported by the city and (in the case of the Inner City Bookmobile) federal funds, serves only city residents. A complete merger of the two functions, under MCLS, would appear to make great sense.

The case of the RPL consultants is a more complex situation. These people do not, in the strict sense, duplicate the services of the MCLS consultants. The RPL consultants have more specialized responsibilities, in regard to subject matter. Moreover they have certain line responsibilities, in regard to the management of the Teen Lounge and Children's Division of the main library. Nevertheless, they are providing a central service, shared by all of the libraries in MCLS. And they do work very closely with MCLS consultants. There might be certain advantages in having both sets of consultants working for the same organization. But such a merger would necessitate certain internal admininstrative changes in the operation of main library divisions. Nevertheless, it should be explored.

Neither of the possible mergers mentioned above are intended as an economy measure. It is not expected that such a merger would lead to the disappearance of one or the other of the existing operations. Rather, such a move would be intended to ensure coordinated work, related by all central library staff, in providing the same services to all community libraries. Such a goal could be achieved under a contractual financing arrangement, but would necessitate significant changes in present attitudes regarding organizational responsibility of both MCLS and RPL consulting and extension staff. In short, what is needed is the erasing of "branch" and "town" labels and the joint dealing, by both MCLS and RPL (as one "central" library) with "community" libraries, wherever located.

The Cost of Fiscal Equity

The estimated cost of achieving fiscal equity varies according to one's definition of "central" services. As the preceding discussion shows, there are several levels of services which could be included in the fiscal equity agreements. The quantitative dimensions of the fiscal equity problem can, therefore, be best understood by dealing with the cost of each item, or group of items, separately. All five levels of inequity involve the RPL. The first four involve services provided by RPL with inadequate reimbursement by MCLS. The fifth involves services provided by RPL for its own residents without benefit of similar services (or reimbursement) provided directly by MCLS for town residents. The problem of determining the cost of inequities in therefore, to compare the cost to RPL, of a certain service and to relate this cost to existing levels of MCLS reimbursement. The remaining net cost to RPL is the amount which MCLS would have to appropriate to end the inequity.

Table 9 in Chapter 4, the RPL program budget, provides a ready guide to understanding of the costs involved in achieving fiscal equity. This information has been rearranged into appropriate categories in the following Table. As was the case with Table 9, this cost information is based on estimates. Table 10 and the following discussion is intended only to give an approximate idea of the relative amounts involved. Since the Oct. 3, 1967 county resolution (see Appendix A) provided for a six months' audit of specified services before reimbursement, a more precise accounting is not warranted at this time.

The first level of inequity, Main Library Public Services, involved main library operation, main library maintenance and the Reynolds Audio-Visual Department. The total cost of providing all three of these services is $656,000. There is approximately $85,000 reimbursement for the Reynolds Dept. This reduces the net cost to $571,000. It is also possible to apply some of

TABLE 10

ESTIMATED COST OF THE FIVE LEVELS OF FISCAL INEQUITY

Level	Service	1967-68 RPL Budgeted Expense	Expected Revenues	Net Inequity to RPL
#1 Main Library Public Services	Main Library Oper.	$476,000	$ --- *	$476,000
	Main Library Maint.	110,000	---	110,000
	Reynolds A-V Dept.	70,000	85,000	-15,000≠
		656,000	85,000	571,000
#2 Contracted Technical Services	Central Processing	236,781	190,000	46,781
	Duplicating	13,000	6,500	6,500
	Art	13,740	6,870	6,870
		263,521	203,370	60,151
#3 De Facto Services	Shipping**	22,000	---	22,000
	Pub. Service Consult.	30,000	---	30,000
	Pub. Relations	15,760	---	15,760
		67,760	---	67,760
#4 General Services	Administration	104,180	3,685	100,495
	Circulation Records	57,000	2,800	54,200
	City Historian	18,000	---	18,000
	Switchboard	8,271	---	8,271
	Personnel Benefits	184,695	---	184,695
	Other	12,755	---	12,755
		384,901	6,485	378,416
#5 Parallel Services	RPL Extension	80,000	---	80,000
		80,000	---	80,000
Cost		$1,452,182	$294,855	$1,157,327

* Non-attributable revenues (e.g., cash grants, Fines) have not been applied. See Table 9.

** Excluding Delivery Services

≠ A portion of the operating cost of the Reynolds Dept. has been included under Main Library Operations. Contrary to appearances, the Dept. is not operating at a profit.

the other RPL revenues (listed in Table 9 as "non-attributable revenues") to this amount, e.g., cash grant ($50,000, of which approximately half is for main library expenditures), and Fines ($60,000).

The second level of inequity, Contracted Technical Services with incomplete reimbursement, involves three services: central processing, duplicating and poster services. The sum of the total cost of these services is $263,521. However, RPL is currently receiving $203,370 reimbursement, leaving a net inequity of $60,151. As mentioned later on, the County has the option either of reimbursing the full amount (therefore indirectly subsidizing MCLS to the tune of $203,370) or just the net amount.

The third level of inequity, services provided on a de facto basis, includes three services: shipping (excluding delivery, which is completely reimbursed), public service consultants, and public relations. The full cost of these services is approximately $67,760--for which there is currently no reimbursement, (the token payment of $492 annually by the MCLS board to the RPL Public Relations Director for part time services is not literally a reimbursement.)

The fourth level of inequity, "general services", includes six items: Administration, Circulation Records, City Historian, Switchboard, Personnel Benefits and Other. The total cost is $384,901. There is a reimbursement of only $6,485. However, as mentioned earlier, there is some question as to how much of these services to include for reimbursement. A portion of both Administration ($104,180) and Personnel Benefits ($184,695) involve payment for services rendered only to RPL branches. Some more accurate analysis of these items may be needed. In the case of both the city historian ($18,000) and circulation records ($57,000), the judgment as to whether to include them in the fiscal equity agreements is dependent on whether the "philosophy" of solution is a broad or narrow one. For the inclusion of these services, while not a first order priority, would certainly help to achieve the goals of a unified service organization.

The *fifth level* of inequity, services provided by MCLS primarily for town residents only, involves two items: MCLS consultants and Traveling Library. The first of these items, consultants, has been dealt with above under the third level. For the relevant cost here is *RPL's* consultants, in that the inequity is found more in the lack of reimbursement for services provided by RPL on a parallel basis. The cost of the second item, the Traveling Library, is approximately $80,000. Whether the equity solution for either of these services were to be on a contractual basis (as with the other four levels), or a selective merger (as discussed on page 79), the cost of achieving a solution would be the same.

As is readily evident, it is almost impossible to place a specific price tag on the overall cost of achieving a solution to the problem of fiscal inequity. Speculating wildly, this cost could range from a low of approximately $800,000 (including only the net cost of the first three levels and only including half of the fourth and none of the fifth) to a high of close to $1,500,000 (including the full cost of all of these services). The solution will probably lie somewhere in the middle, with some of the attributable RPL revenues being deducted, with some of the purely *intra*-RPL costs being excluded. The guidlines to be used by the negotiators in determining the extent of the fiscal equity reimbursements should be the twin objectives of fair metro-wide support of true central services and the encouragement of a fully integrated network of central library services.

Mechanisms for Achieving Fiscal Equity

Just as there are several levels of inequity, so too, there is more then one way in which the inequities may be resolved. It is possible that a different approach or combination of approaches may have to be used for each problem area, depending on the circumstances and needs that are involved. Nevertheless, there is *one principle that is implicit in all of the mechanisms under consideration: the County of Monroe is envisaged as the source of most, if not all, of the appropriations needed to overcome all the different levels of inequity.*

The envisaged mechanism through which the above would be accomplished is the *contractual method.* This would involve an expansion or revision of the existing service contract between the Rochester Public Library and the Monroe County Library System. Under a revised contract, the County Library System would agree to reimburse fully certain specified services which are presently either partially reimbursed or not reimbursed at all. The source of the additional revenues (and possibly a portion of the previous appropriations as well) would come from the county, through a lump-sum appropriation either to the Rochester Public Library, or to the Monroe County Library System. Thus, this approach would not involve any transfer of functions and would leave existing functional relationships essentially intact.[1]

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[1] This approach is in line with the County fiscal equity resolution of Oct., 1967 (see Appendix A). Under the terms of the resolution, the County is to *reimburse* RPL directly for the cost of agreed-upon central services. The role of MCLS is retained as the primary negotiating agent in the determination of central services to be reimbursed.

A secondary problem which arises has to do with the form in which the fiscal equity agreements and payments are made. Although the county is envisaged as the only likely source of the needed funds, it is *strongly recommended that the existing role of the Monroe County Library System be maintained as the county's representative in library affairs and as the central participant in the making and administering of the revised service contracts.* Thus, although the County legislature's approval would of course be needed on any financial agreements which involved a county appropriation, the supervision of the agreements and of the transfer of funds should be made through the Board of Trustees of the County Library System.

Another factor involving the form of the county appropriation for inequities involving RPL services has to do with whether the county appropriation should be in the form of a budgetary appropriation, based on an estimate of the coming year's expenditures on specified central services, or whether it should be a reimbursement, based upon audited expenditures in the previous year. In either case, it would be a "reimbursement" with the first having the advantage of leading to a more direct lightening of the burden on the city tax structure. Moreover, there is precedent already for the first approach in the form of MCLS reimbursements for central processing, etc. However, either approach would be acceptable.

In either case, it is recommended that all the county appropriations for library fiscal equity be made in the form of a lump-sum payment. The same should be true even for those services which might be transferred to MCLS outright. And, as will be discussed in the next section, the same should be true for any expansion in the direct services provided by MCLS. In the case of any budgetary appropriation made by the county to MCLS, or through it to RPL, the payments should be made on a program basis into a separate fund which should be maintained for that purpose. Line item control for library purposes (as in the Monroe County Traveling Library) should be avoided.

The Problem of Fiscal Inadequacy

As has been mentioned several times, the existence of inequities in MCLS' reimbursement of RPL services under the service contract, and the failure of this contract to adequately reflect the full range of RPL services are but reflections of a *basic defect in MCLS' structure, namely, the lack of adequate or secure financial support of its many services.* The primary factor in this "fiscal inadequacy" is the lack of local (i.e. county) financing of any MCLS services other than the Traveling Library. The recommendations of this chapter pertaining to the achievement of fiscal equity are all based on the necessity for large-scale county appropriations for library purposes. However, it is becoming clear that the role of the county will have to go beyond merely the achievement of fiscal equity and should resolve the other manifestations of fiscal inadequacy as well.

The Growth of the Central Library

The lack of reimbursement of Main Branch Public Services, and the inequities in the other central library services, have undoubtedly had a hampering effect on the growth of the central library. While it is not our intention to claim that there are serious deficiencies in the central library program, it is our intention to point out that the central library has been operating under severe financial handicaps, and that these handicaps have undoubtedly impaired the growth of central library programs. It should be emphasized, therefore, that the participants in the fiscal equity negotiations must be aware of this and that they be willing to admit to the need for expanding central library services where necessary. *A far more serious effect of the fiscal equity problem has been the need to defer the capital renovation and expansion of the overaged and grossly inadequate Rundel Memorial Building.*

It has long been pointed out that the Rundel Memorial Building, the "home" of the central library for the RPL, the MCLS and the Pioneer Library System, is greatly in need of expansion. This facility, built in 1936, is simply inadequate to meet present needs. Furthermore, the growth of the metropolitan and regional services emanating out of this building have placed an extreme burden on the already over-taxed facility and have placed limits on the ability of the system to provide needed, new services.

The most obvious manifestation of this inadequacy is in the shortage of space for all three of the library's major activities: book storage, public reading and meeting space, and staff working space. It would be possible to go into each of these areas in great detail: to point to the overflow of display and desk areas into the central hall of the building, the makeshift and inadequate office areas, etc. This is not, however, necessary. A quick tour of the facility is all that is needed to prove this point.

The serious space shortage problem has undoubtedly been exacerbated by the expansion of MCLS activities. The location of the County Traveling

Library and other MCLS activities in the Rundel Building has complicated already serious space shortages. The increasing frequency of telephone use from out of city users has led to an expansion of communication facilities at the expense of needed stack space.

Coupled with the shortage of space is the increasing obsolescence and deterioration of the building. The building, constructed in 1936, is in obvious need of renovation if it is to provide an attractive and flexible housing for the operation of a progressive and affluent metropolitan library.

A related problem, perhaps even more immediately urgent, is the serious shortage of parking facilities, both for the public and for the operation of the library. More long and short term parking facilities are needed, including allocation of space for the exclusive use of library staff and users. Adequate working space for the operation of delivery and extension services is also needed.

The fiscal inequity problem has undoubtedly been a factor in delaying the expansion and improvement of the central library building. In particular, the lack of any form of reimbursement for Main Branch public services has been an obvious factor. The investment, by the city, in the capital improvements of the Rundel Building--without first achieving some agreement on the equitable financing of its operation and expansion--would serve to compound the existing inequities.

The RPL administrative staff has initiated preliminary studies of the problem. The most feasible method would seem to be the vertical expansion of the existing structure. Such an approach could double present office, stack and reading space at a very approximate cost of four million dollars, of which seven hundred thousand dollars would be eligible for federal reimbursement. This leaves a net cost of approximately three million, three hundred thousand dollars.

It is clear that the expansion of the central library building is as much a county responsibility as is the operation of its central services. If anything, it is even more so since the expansion of MCLS services has been the primary factor in making the existing building obsolete. *The source of capital funds for the expansion of the central library should be, therefore, the County of Monroe, acting through its County Library Board.* In addition, some arrangement should be worked out whereby the county would share in the solution of the central library's critical parking problems.

The Need to Broaden Services provided Directly by MCLS to Member Libraries

The lack of adequate financing of MCLS activities has had perhaps its greatest limiting impact on those services provided directly by MCLS. Unlike the other two areas (reimbursement of RPL and cash grants), MCLS has no specific service obligation in this area; the contracts merely state that MCLS has the right to "advise and counsel" the member libraries (including the RPL). The initial state aid revenues currently are earmarked to fulfill existing obligations for cash grants (approximately $80,000) and for service payments to RPL (approximately $200,000). The direct services of MCLS are, therefore, somewhat elastic. The more left over after initial obligations have been met, the more that MCLS can do in the way of special grant programs (for example, book and equipment grants). Nor, can any major increases in staff capacity be anticipated under such an arrangement. Needless to say, such a situation is far from ideal. There is considerable evidence, furthermore, that this fiscal inadequacy has placed an artificial lid on the quantity and variety of services which MCLS can and should be providing to its member libraries.

There is little question that were adequate funding available, MCLS could profitably expand its staff and service capacities in several areas. Moreover, there is convincing evidence that such an expansion would be welcomed by member libraries. A poll was taken in March, 1967 of 14 member library directors and 12 RPL branch heads to determine the priority of their assessment of the value of various programs conducted by MCLS. In addition to existing programs, the directors and branch heads were asked to assess several proposed new programs. The results of this ballot are summarized below. (Services provided through MCLS or RPL have been placed in parentheses; proposed new services in italics.)

TABLE 11

RESULTS OF MARCH, 1967 MCLS POLL ON PRIORITY OF SERVICES

1. Delivery (RPL)
2. Central Processing (RPL)
3. Bi-Weekly Check Lists (RPL)
4. Inter-Library Loan (MCLS & RPL)
5. Recruitment (MCLS-federal funds)
6. Special Training (RPL)
7. Cash Grants (MCLS)
8. Rotating Book Collections (MCLS)
9. Consultant Services (MCLS)
10. Orientation of New Staff (MCLS&RPL)
11. Book Meetings (RPL&MCLS)
12. *Special Training--Professionals*
13. *Regular Checklists--replacements*
14. Division Book Grants--ILL (MCLS)
15. In-Service Training (MCLS&RPL)
16. *Building Planning Workshops*
17. *Long Range Planning Workshops*
18. Budget Planning Workshops (MCLS)
19. Special Book Projects (MCLS)
20. Poster Service (RPL)
21. Recruitment--Cadets(MCLS-fed. funds)
22. Book Selection Materials Grants(MCLS)
23. Evaluation and Planning Aids (MCLS)
24. Promotional Publications (RPL)
25. *Special Training--Aides*
26. Orientation--Trustees (MCLS)
27. Civil Service Liaison (MCLS)
28. Greenaway Book Purchases (MCLS)
29. *School-Public Library Consultant*
30. Copying Service (MCLS)
31. Work Simplification (MCLS)
32. Special Training--Clerks & Volunteers (MCLS)
33. Equipment Grants (MCLS)
34. Statistical Publications (MCLS)
35. *Special Consultant-Young Adults*
36. Paperback, pamphlet, document grants (MCLS)
37. Non-user Consultant Services (MCLS)
38. *Spec. Consultant-Adult Services*
39. *Spec. Consultant-Children's Services*
40. *Spec. Consultant-Reference*
41. Focus Book Grants (MCLS)
42. Press Releases (RPL)
43. Spec. Consultant-Public Relations (RPL)
44. *Spec. Training-Pages*
45. Bookmobile Services (MCLS&RPL)
46. *Spec. Consultant-Audio-Visual*
47. *Multi-Media Materials Grant*
48. *Major Appraisals and Weeding of Collections*
49. *Central Personnel and Clearing House*
50. Extension Services (RPL & MCLS)

The poll shows several major areas where MCLS is presently inactive but in which member library heads expressed an interest in receiving services, in particular, training sessions of various kinds, increased consultant services, more materials checklists, and audio-visual materials grants. The polls also gave interesting insights into the thinking of community library heads. For example, the low rating given to extension bookmobile services by community library heads is probably a reflection of the fact that they themselves receive little benefit from them since they are primarily directed at those who are not now adequately served by libraries (a good reason for continuing to provide these services on a centralized basis). Similarly, the low rating given to major "weeding" studies is, if anything, a testament to the effectiveness of such efforts by MCLS in the past (to a large extent, these major appraisals are no longer necessary). On the other hand, the very high rating given by the community library heads to the major central services provided through RPL (Delivery, processing, Inter Library Loan) provides support for our earlier argument that these services have been invaluable in meeting the needs of metropolitan residents and libraries.

A meeting held in November, 1967, of all library heads in Monroe County, provides even further evidence of major areas in which MCLS, because of financial limitations, has not been able to meet the service needs of its member libraries. One of the things mentioned most in the November meeting was the need for additional audio-visual consultants to advise community librarians-on a regular basis--as to ways in which they could utilize the unequaled A-V collections of the Reynolds Dept. of RPL. Many other service needs were mentioned, including additional special consultants to supplement the children's, young adult's and adult consultants of RPL who, because of time limitations, have been able to work with community libraries only on a request basis. Finally, the need for a greatly expanded and increased materials grants programs was mentioned, including "multi-media", framed pictures, films, and other grants. This outpouring of enthusiasm by community librarians for increased MCLS service is a testament both to the high level of existing central services as well as to the unfilled potential of the central library in equalizing and increasing the range of library services available to County residents.

It would be difficult to place a specific price tag on the cost of broadening MCLS services without further study. However, it is clear that a relatively small additional amount (perhaps $100,000 annually) would immediately help MCLS to tackle critical staff shortages and to plan on a more rational basis for future needs. Moreover, it is clear that this is an area of county responsibility equally as important to the future of library services in this area as is the solution of fiscal inequity. For the future maintenance of the decentralized system approach will be dependant, in the final analysis, on the degree to which it can meet the service needs of libraries and library users.

A Related Problem: The Needs of the Inner City

Although MCLS services have traditionally been directed toward the rural and suburban libraries, it has been gradually moving toward paying equal attention to the needs of city branch libraries, particularly those located in the inner city. Book and equipment grants are now made equally to town and to city community libraries; recently, a non-user consultant was appointed by the MCLS Board to manage an "outreach" program aimed equally at the disadvantaged of the inner city and the rural areas. This is a welcome development, and it should be followed by other actions designed at improving the services in all communities now having sub-standard library outlets, whether located in the city or outside.

One way to accomplish this would be to increase the consulting services of both MCLS and RPL, and allow them to be applied to all community libraries which need them regardless of location. This would meet a great need of MCLS (as noted in the survey of librarians) and provide a more efficient and equitable use of central library consultants. Another way, also discussed above, would be to have the County's Traveling Library and Extension Service take over the management on an expanded basis of all inner city Bookmobile and extension services. A third, and perhaps most important way, would involve a long needed overhauling of the cash grants program in order to provide greatly increased aids to town and city community libraries; these aids would, furthermore, take into account the needs of the underdeveloped libraries with special neighborhood or population problems.

Finally, the responsibility of the local communities--the city, in particular--must not be overlooked. The city's capital budget and master plan take account of the obsolescence of many of the branch libraries by calling for the replacement within the next few years of several of the city's twelve branch libraries.

The fiscal inequity problem involving Main Branch services has undoubtedly been a factor in delaying the replacement of the city's many overage and inadequate branch libraries. The city is to be commended for making the progress it has. It should be pointed out, however, that the impending settlement of the fiscal equity problem offers a tremendous opportunity to the city to channel additional resources into the branch replacement program and into increasing the overall level of resources available for branch services. This should be considered a top priority item and the present branch replacement program should be both increased and speeded up.

Finally, the metropolitan use of community and branch libraries by residents of other municipalities makes the replacement of community libraries, especially those serving a wide metropolitan audience (such as the Charlotte Branch), more than a merely local responsibility both from a planning standpoint and from a fiscal equity standpoint. The possibility of county sharing in the local cost of capitalizing new community libraries is something which should be studied carefully.

The Need to Revise the Cash Grant Program

The cash grant program is potentially one of the most important areas of MCLS growth. Yet, for several reasons, the most important being overall fiscal inadequacy, the cash grants have declined in importance. While the rest of MCLS' program areas have expanded, the cash grants (fixed in the 1960 contracts at fifteen cents per capita) have remained static. As library budgets have increased, the importance of the cash grants have declined in relative importance. The maintenance of the cash grants in their present form is no longer entirely "functional". While they at one time acted as a powerful incentive in getting member libraries to remain in the system, this is no longer the case. Moreover, because of the limited size of the grants, and the resulting inflexibility in their method of distribution, they are not able to meet two system needs which are becoming increasingly more important as the central role of MCLS develops: the improvement of levels of service in community libraries and the equalization of library tax burdens among local municipalities.

The need for an effective cash grant program is clearly illustrated in Tables B-5 and B-6 in Appendix B. These tables show tremendous variations in levels of library service (measured in per capita appropriations) among the different town libraries; they also show some wide variations in the support given for library services in different towns and villages. Because of the fact that community library financing remains largely a local cost, the existence of widespread cross-use of community libraries, made possible by the requirement of complete reciprocity under the "system-wide card," creates significant inequities, with the better or more conveniently located community libraries carrying the burden of providing "public" library services to the residents of other municipalities. This is true both for town community libraries as well as city branches.

An additional inequity, highlighted in Table B-6 in Appendix B, has to do with the "double taxation" imposed upon some village residents. In at least four towns, village residents are required to pay library taxes twice, as residents of the village and as residents of the town. This is highly inequitable (in fact, it is a violation of the State Education Law -- Section 256, Para 2, 1962) and should be ended. Furthermore, the town would appear to be a much more logical unit than the village forthe support of both municipal and association libraries.

Although survey material is not available on the residence of borrowers in the town libraries, it is available for the city branches thanks to a study completed recently by the RPL. This material is summarized below in Table 12. As the Table shows, two of the RPL branches: Brighton (now Winton) and Charlotte show significant percentages of town users, with Charlotte having well over half of its borrowers residing outside the city. In addition, a number of other branches show significant numbers of town borrowers. The same findings would undoubtedly be true of a number of the town libraries, showing large numbers of borrowers residing in the city or in other towns.

TABLE 12

NON-CITY BORROWERS AT ROCHESTER PUBLIC LIBRARY *BRANCH* LIBRARIES

	% of Borrowers Residing in the Towns of Monroe County				
	1962		1964		
Branch	March	August	March	August	Total %
Charlotte	65.4%	73.0%	72.4%	38.8%	62.5%
Brighton	37.1%	37.9%	38.7%	34.6%	36.9%
Sully	20.3%	20.2%	17.8%	21.3%	20.1%
Dewey	20.3%	12.6%	17.8%	9.2%	15.0%
Hudson	15.2%	15.0%	11.5%	10.8%	13.3%
Arnett	10.9%	8.9%	6.8%	7.5%	8.7%
Genesee	5.0%	8.8%	4.5%	3.5%	5.4%
South	6.4%	6.6%	4.1%	4.1%	5.3%
Monroe	4.5%	4.2%	6.3%	----	4.9%
Portland	3.0%	4.0%	2.6%	3.4%	3.2%
Edgerton	2.8%	4.5%	2.6%	1.3%	3.0%
Lincoln	3.5%	3.9%	1.3%	.8%	2.5%

The point of this discussion is not that we should turn the clock back and exclude all but residents of the supporting municipality from using the neighborhood library. Rather, it is that an effective mechanism should be found for establishing a degree of equity in the financing of local library services. The basis for this mechanism already exists -- in the form of the cash grant program of the MCLS. But, for a variety of reasons, the most important of which--fiscal inadequacy--has already been mentioned, some changes would be necessary to make the cash grants more effective.

The most important change, of course, would be to increase the per capita formula from fifteen cents to a more adequate sum. This would require a significant increase in the amount of revenue available for cash grants, probably calling for the infusion of county funds. However, there also appear to be some other factors which should be included in a revised cash grant formula, including some which would allow for more effective utilization of existing funds.

One aspect of the present arrangement which strikes the observer as undesireable is the continued inclusion of the central library (the Main Branch of RPL as well as the headquarters operation of MCLS) in the sharing of the limited cash grant revenues. It is understandable that this should have been the case in the past, owing to the extreme shortage of system revenues and the contribution, however minor, that this might have made to reducing the problem of fiscal inequity. However, one of the effects of this inclusion has been to dilute the amount available for cash grants to community libraries down to the point where its effect was virtually neglible.

The formula used[1] seems fair enough; this is the same basis used by the state in its aid grants and appears to be a fair measure of a Library's efforts and thus an effective device as an incentive. However, the inclusion of the Main Branch siphoned off over one-third of the total amount; RPL branches and Extension Dept. accounted for another one-quarter. Thus, in 1967, the full amount available for cash grants to town community libraries was only $30,000 which represented about five percent of the total expenditures on town library services, and amounted to less than ten cents for every town resident. This is obviously too insignificant to have any real effect at all, either as an incentive or as a force for fiscal equity.

Similarly, although the city branches were included in the tabulation of the total cash grant given the Rochester Public Library, the payment went into general RPL revenues and were not earmarked in any way for branch services. Thus the cash grant had no direct effect at all on city branches and just represented one more relatively insignificant revenue.

The impending settlement of the fiscal equity question in central library services makes an overhaul of the cash grant function all the more necessary. For if the full cost of providing central services were reimbursed, there would be little reason for continuing to include the central library in the dispersal of MCLS cash grants. The same thing would be true of the MCLS headquarters, especially if its revenues for direct services were increased as recommended earlier.

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[1] The expenditures of the library on books, periodicals and binding in the previous year as a proportion of such expenditures in the County.

The overall loosening of the MCLS fiscal situation, coupled with the implied reinforcement of MCLS' role, would necessitate a new look at MCLS' function *vis a vis* community libraries. If the federated approach were to continued, which would be the case under the proposals made thus far, then a more effective way would have to be found to make MCLS' influence felt in the expansion, planning and financing of all library services in Monroe County.

It is recommended that the role of the cash grants be revised to focus their attention exclusively on community library services, both in the towns and in the city. The present formula (expenditures on books, periodicals and binding) would be retained as the base formula, except that the central library would not be included, and the total amount available (fifteen cents per capita) would be increased by at least 100%. The city's share would be placed in a special account, to be used only for branch purposes. Such an approach would more than quadruple the effect of the cash grants on local library financing by raising the percent of county support of town library finances, for example, from only five to over twenty percent. This would obviously serve to lessen the effect of inequities brought about by metropolitan cross-use, and enhance its effect as an incentive, while the cost (approximately $100,000) would be relatively minimal considering the benefits to be derived.

In addition to the changes suggested, additional factors should be introduced in the cash grant formula to make it more flexible in meeting certain special needs of different community libraries. Thus, libraries with more than a certain percentage of users from outside municipalities might be eligible for special "metro" aids. In particular, libraries with special population or user problems, especially inner city and rural, might be eligible for special aids designed to solve their unique problems. The purpose of the above recommendations would be to equalize both the tax burdens and the service levels in all community libraries of the metropolitan area.

Besides the relatively simple short-term changes listed above, it would be worthwhile to consider a rather extensive overhaul of the cash-grant function to the point that MCLS would become the major source of funds for local library purposes, with the municipalities still providing certain base services, and still having basic policy control.

Eventual County financing of most of the cost of operating and constructing community libraries would appear to be a logical direction for the system to move. Such a move would ensure truly equitable and high-level services at all library outlets--a necessity in a metropolitan, functionally integrated system--and would in no way be incompatible with the retention of a good deal of local controland participation. While the attainment of this goal may be a long way off, the transformation of the currently inadequately financed cash grant program into an effective "county-aid" system is a highly desirable first step in the rationalization of MCLS.

Mechanism for Solving Overall Fiscal Needs of MCLS

As in the case of the fiscal equity agreements, the role of the county in solving the larger service problems of MCLS should be primarily as a fiscal agent; that is, the integrity of the County Library Board should continue to be maintained as the representative of the county government in library matters.

As in the case of the equity payments by the county, any appropriations by the county for expanding MCLS services should be on a program basis. Unlike the central library payments, however, a reimbursement approach would be impracticable. The most logical approach would be for the county to make a lump-sum payment to the MCLS on the basis of a program budgetary estimate of coming service needs. The county payment would be viewed as a supplement to state aid incomes, required to meet the total program needs of the system.

One way of immediately improving the fiscal situation of MCLS would be for the county's fiscal equity payments to RPL to cover total expenditures on central services, including the cost of those technical services now reimbursed by MCLS from state aid revenues. This would release MCLS from this burden and would free approximately $200,000 for other purposes.

It is not deemed desirable for the county to adopt a line item approach to MCLS services, as is the case with the Traveling Library. In fact, it would appear to make sense, in view of the possible changed role of the Traveling Library, to have the latter treated on the same basis as other MCLS programs with its employees working for the Library Board, rather than the county (as is presently the case).

It is understood that if the central library were to be excluded from cash grant payments as recommended, the county would make up the difference in the fiscal equity payments; the sole result of this would be to make the cash grant program more effective and not to deprive the city of any revenues it currently receives.

In the event that the county were to share in the financing of the expansion of the Rundel Memorial Building as recommended, it is again envisaged that the MCLS Board would be the prime intermediary. Title would continue to reside in the city; in the event of separate buildings constructed solely by the county, long term lease arrangement would be worked out. Of course, the present rent payments by MCLS should be terminated in the event of MCLS participation in capital expansion.

Concluding Note

The recommendations contained in this chapter are directed mainly at correcting the short-term defects in the structure of the MCLS-RPL network. These defects are perceived as primarily financial; the absence of adequate supplementary metropolitan financing of state-aided MCLS services has had a "multiplier effect" which has placed limits on the development of library services in all outlets of the system. It is hoped that the solution of the "fiscal inadequacy" problem will not only resolve the city-county inequity problem but will allow MCLS to meet its full potential in a number of areas in which it is presently active.

Furthermore, it is hoped that the lifting of the financial barriers to system development will also have psychological benefits, leading to a fundamental re-thinking of the present and future role of MCLS. A number of issues have already been raised, within the context of fiscal inadequacy, as to the need for increased service priorities. There is also a need, which the next chapter will elaborate, for a consideration of more fundamental issues, relating to the long-range evolution of the system. The purpose of this study has merely been to raise the questions. The answers can only come from the member libraries themselves.

CHAPTER 6

PLANNING FOR FUTURE NEEDS

The primary intention of this report, as stated in the Introduction, has been to provide some definition of the problem of fiscal inequity in central library services in Monroe County. The immediate purpose of this information is to suggest guidelines for the short-term rationalization of the system within the present highly successful but fiscally limited framework. Of most immediate importance is the need to enumerate those services to be included for reimbursement within the city-county fiscal equity contracts.

While our major thrust has been the need to reform MCLS' financial structure, there has been an implicit recognition that certain needs are not being met, primarily because of the financial limits. These needs are not only related to central library services provided either by RPL or MCLS. They also involve services which have been traditionally provided only by community libraries, financed and controlled by local library Boards and municipalities.

By thus broadening the report's scope to include the meeting of total system needs, we at least implicitly raised an issue of great importance: the overall ability of MCLS' structure to cope with the needs of an expanding metropolitan area. This issue goes beyond merely the question of fiscal adequacy and requires the consideration of possible structural alternatives. In particular, it requires an examination of the issue of centralization versus decentralization and the possible need for a departure from the existing decentralized framework. For a variety of reasons (to be spelled out) this report has not gone into this subject in any depth. However, it is a question of potentially great importance for MCLS' future and should be mentioned.

As noted in Chapter One, the ultimate test of any organization's effectiveness is the degree to which it can meet its objectives (both manifest and latent). The task of determining MCLS' proper structural "mix" is a complex one: a) because of the need to define its objectives in terms larger than may be the case presently, and b) because of the complex and often conflicting needs of the system.

The particular dilemma involved in analyzing any function with cross-jurisdictional implications is that of reconciling the need for central control and activity with the need (often very basic) for local participation and control. This report has alluded to the need for increased central activity in areas which cannot be adequately or fairly dealt with on a fragmented, localized basis. The question which arises again and again is whether this can be accomplished without losing effective participation and innovation on the local level. A corollary question is whether local participation is a necessary outgrowth of local control or whether the advantages of local participation can be preserved within the framework of strong central coordination.

There are two general alternatives to the present decentralized framework. The first is the transition to something in the way of a stronger "federated" (as opposed to confederated) framework. The second is the transition to a "unified" framework. In the first case (a "federated" system), the local library Boards and municipalities would continue to exercise some "sovereign" rights and responsibilities for community library services. The powers of the central agency, (MCLS) would be considerably enhanced, however, and would assume responsibility for some of the services presently considered the exclusive preserve of the local library Boards. In the second case (a "unified" system), there would be a "takeover" by the central agency (MCLS) of basic control and responsibility for all services provided within the system. The existing local units might continue to be preserved, but their role would be changed from that of sovereign entities to that of administrative units.

To attempt to solve the fiscal equity problem between the city and county without paying some attention to the fiscal and service vacuum created by MCLS' fiscal inadequacy, would in itself do little to meet the currently unmet needs of the system. It is clear that the present contractual framework, while extremely effective in establishing a library network, is not in itself adequate to meeting those needs of which can only be provided through a strong central service agency.[1] These needs include the equalization of all library services, both community and central, and the need of greater planning, coordination and participation by the central agency at all levels of the system. It is for these reasons that we stated in the Introduction that the October 3 resolution, while extremely welcome in meeting the system's largest problem, is not in itself sufficient to ensure the adequate development of the system.

The thrust of the recommendations contained within Chapter Five of this report, under the heading "fiscal Adequacy" would, if implemented, bring about a transition of MCLS from its present confederated framework to one more closely approximating a federated system. It is questionable whether this could be accomplished solely with financial measures; there would undoubtedly have to be considerable redefinition, by all participants of their respective functions. It is evident, however, that a situation could be effected which is more likely to meet its needs (presently undefined) than is now the case, and without the need for radical change.

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[1] The effectiveness of the present system is undoubtedly attributable in large measure to the leadership of the present Director. One issue which should be studied is the adequacy of the structure to survive a major change in leadership. So much is presently dependent on voluntary good will between RPL and MCLS and upon the leadership of one Director of both organizations. Were this to change, serious consequences might occur for the system as presently constituted.

The question arises, however, whether a shift to a "unified" MCLS system might not ultimately become necessary. For a number of reasons, a unified system is an extremely appealing prospect. It is certainly the simplest and most "efficient" from the standpoint both of financing and organization. It would almost automatically ensure a greater degree of fiscal equity and central direction than could be the case in even the best federated system. A potentially serious effect of such a state of affairs, is the very real danger--in any highly centralized organization--of bureaucratization and the loss of effective communication within the local units and with the service recipient. This consideration is especially important with regard to library services, where local participation is indeed one of the major determinants of "efficiency".

This report favored the evolution of a stronger "federated" system rather than an immediate radical shift to a "unified" system for several reasons. Firstly, there is a need for a clearer definition of the actual functional requisites of the system. It is extremely important to understand the impact of a functionally integrated metropolitan system upon the finances and service capacity of all library outlets. It is also necessary to carefully determine what services must be provided on a centralized basis and which need local autonomy, if not control. A second equally important reason is the need to give a fiscally strengthened MCLS an opportunity to demonstrate whether it can in fact define its functions more broadly and act effectively to meet those needs. The advantages of the present mixed system are manifest and should not be abandoned without good cause. Some evidence has already begun to emerge that even the impending settlement of the fiscal equity question has resulted in rethinking of objectives along the lines we have recommended. Thirdly, it is very important that any major changes in MCLS' structure should first be preceded by discussions and study by the members themselves; only if a consensus developes will such change be feasible of acceptance and, even more important, of providing the desired results.

By deferring the consideration of major structural changes in MCLS, this report did not mean to imply that these changes may not eventually be necessary. It merely indicates that the consideration of such changes should await a clearer indication of the ability of a strengthened decentralized system to define and meet service needs of the community. Nor did we intend to give the impression that the system is limited in its choice of means to those which it has used in the past. It is entirely possible, indeed likely, that some form of experimentation will be needed to find an effective mixture of means and ends.

Additional study is needed, not only of the methods which MCLS should use in dealing with its member units, but also of the objectives which it should carry out. This report has touched upon some of these, e.g., the financing and construction of local library services, the increased development of programs for the disadvantaged, the central coordination and planning of all library services, etc. Possible additional areas for development might be in coordination and cooperation with the schools, and the use of college and university libraries for public use purposes (the Community College might become a reference center for public use). There are many other exciting purposes to which the potential of the MCLS can be used, once its structural obstacles are removed. The elaboration of these should be a top priority item for MCLS trustees and member libraries.

One unfortunate drawback of this study was our inability, because of time and space limitations, to extend this study beyond the boundaries of Monroe County. It is clear that the metropolitan "area of solution" for library services in the future cannot adequately be dealt with in Monroe County alone. However, we feel our concern with MCLS was justified in the sense that only through a strong and healthy central library organization can the future needs of all citizens in the area be met. Further expanded study will be needed, both of the question of fiscal equity and service capacity, in order to plan effectively to meet the needs of the five county Pioneer Library System and of the region as a whole. The possibility of increasing the size and scope of state aid in the further development of the regional system is something which also could use further study.

The purpose of this discussion is in no way intended to delete either from the importance of the impending city-county fiscal equity agreements, or from the tremendous accomplishments which have already been achieved under the cooperative umbrella of the Monroe County Library System. Rather it is our sole intention to point out the need to keep the dialogue over the future of library

library services, etc. Possible additional areas for development might be in coordination and cooperation with the schools, and the use of college and university libraries for public use purposes (the Community College might become a reference center for public use). There are many other exciting purposes to which the potential of the MCLS can be used, once its structural obstacles are removed. The elaboration of these should be a top priority item for MCLS trustees and member libraries.

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The purpose of this discussion is in no way intended to delete either from the importance of the impending city-county fiscal equity agreements, or from the tremendous accomplishments which have already been achieved under the cooperative umbrella of the Monroe County Library System. Rather it is our sol intention to point out the need to keep the dialogue over the future of library services from becoming limited only to the present definition of the system's purposes and problems. The very strength of the present system lies in its adaptability to new needs. It is important that this adaptability be preserved and that the solution of the fiscal equity problem be the vehicle for the establishment of a truly effective and far-seeing library system.

APPENDICES

Appendix A - Oct. 3 Resolution by the Monroe County Legislature

Appendix B - Financial Tables for Monroe County Library System, Rochester Public Library, and Town and Village Libraries

- B-1 - MCLS Cash Grants
- B-2 - MCLS Headquarters Operating Expenses
- B-3 - RPL Expenditure Analysis for 1965 and 1966
- B-4 - RPL Revenues for 1967 and 1968
- B-5 - 1967 Town and Village Library Appropriations
- B-6 - 1967 Tax Support for Town and Village Libraries

Appendix C - The three contracts comprising MCLS and PLS have not been included because of their excessive length. A summary is contained in Chapter 2. The original contracts are available upon request.

APPENDIX A

RESOLUTION ADOPTED BY THE MONROE COUNTY LEGISLATURE ON OCTOBER 3, 1967 BY A VOTE OF 28 TO 1

AUTHORIZING AN AGREEMENT WITH THE CITY OF ROCHESTER TO PROVIDE FOR FINANCING BY THE COUNTY OF CENTRAL LIBRARY SERVICES RENDERED BY THE ROCHESTER PUBLIC LIBRARY

BE IT RESOLVED BY THE LEGISLATURE OF THE COUNTY OF MONROE AS FOLLOWS:

Section 1. The central library services provided by the Rochester Public Library from its Rundel Memorial Building are of benefit to library patrons throughout Monroe County as a central core library for all libraries operated by the City of Rochester, the towns, the villages, a school district and other independent libraries.

Section 2. The network of central library services and the interrelationship between independent libraries and library systems within the County of Monroe and in the region of Monroe County is a model for library systems throughout the nation providing an example of cooperation and advanced library techniques.

Section 3. The net cost of operating the central library service is now provided by the City of Rochester and as such, is borne by city taxpayers alone.

Section 4. In keeping with modern conceptions of fiscal equity and in the interest of streamlining our units of local government on a logical and realistic basis, it is proper to have the charge for central library service borne by all of those who benefit from it throughout the County of Monroe as a charge upon County Government.

Section 5. The county manager is authorized on behalf of the County of Monroe and subject to approval of the Legal Adviser, to enter into an agreement with the City of Rochester whereby the County will assume the cost of county-wide central library services provided by the Rochester Public Library. Such agreement shall provide, also, for the following:

A. The Boards of Trustees of the Monroe County Library System and the Rochester Public Library shall define in writing those items which constitute central library services. This definition shall be reviewed annually.

B. On or before March 15th of each year, commencing with March 15, 1968 the Board of Trustees of the Rochester Public Library shall submit its budget request for central library services for the City's fiscal year 1968-1969 and each year thereafter in such form as shall be approved by the County Manager, to the Board of Trustees of the Monroe County Library System, and the Board of Trustees of the Monroe County Library System shall review such budget request and shall thereafter submit a recommended budget to the County Manager on or before August 1st of each year commencing with August 1, 1968.

C. The County Manager shall review such annual budget request and submit a recommended budget for central library services with his annual budget of the County to the Monroe County Legislature.

D. Commencing with the City's fiscal year 1968-1969 the Board of Trustees of the Rochester Public Library shall submit quarterly financial reports on expenditures for central library services to the Board of Trustees of the Monroe County Library System and the County Manager.

E. The County Manager shall audit such quarterly financial reports to determine that such expenditures were actually made for central library services.

F. After receipt and audit of the quarterly report for two quarters the County of Monroe sahll make a payment to the City of Rochester reimbursing the City for central library services performed during the preceding two quarters.

G. The agreement shall commence as of January 1, 1968 and continue through June 30, 1969 and annually thereafter unless terminated by the City or County by written notice to the other at least six months prior to June 30th.

Section 6. This resolution shall take effect immediately.

APPENDIX B

Table B-1

MONROE COUNTY LIBRARY SYSTEM - 1967 CASH GRANT DISTRIBUTION

Library	1966 Expenditures for Books, Periodicals and Binding	% of Total Books, Periodicals and Binding Expenses	Cash Grants Share of 15¢ Per Capita
Rochester Public Library	$ 220,261	56.74	$53,195.28
Monroe County Library System	43,039	11.09	10,397.17
Town Libraries			
Brighton	6,297	1.62	1,518.79
Brockport	3,956	1.02	956.28
Chili	10,104	2.60	2,437.57
East Rochester	4,773	1.23	1,153.16
Fairport	5,741	1.48	1,387.54
Gates	8,335	2.15	2,015.68
Greece	11,311	2.91	2,728.20
Henrietta	12,173	3.13	2,934.46
Hilton	3,243	.84	787.52
Honeoye Falls	1,623	.42	393.76
Irondequoit	23,094	5.95	5,578.29
Ogden	2,748	.71	665.64
Penfield	6,265	1.61	1,509.42
Pittsford	9,646	2.48	2,325.07
Riga	1,158	.30	281.28
Rush	1,925	.50	468.76
Scottsville	2,806	.72	675.01
Webster	9,705	2.50	2,343.82
TOTAL	$388,203	100.00%	$93,752.70

TABLE B-2

MONROE COUNTY LIBRARY SYSTEM

1967 HEADQUARTERS OPERATING EXPENSES

Administration:		
Director	$ 5,844.00	
Public Relations Director	492.00	
Administration Secretary	948.00	
Senior Library Clerk	3,341.00	
TOTAL ADMINISTRATION	$10,625.00	$10,625.00
Consultants:		
Assistant Director	$11,596.00	
Senior Librarian III	10,556.00	
Senior Librarian II	9,152.00	
Non User Consultant	8,736.00	
Senior Library Clerk	4,930.00	
Typist Clerk	3,952.00	
Typist Clerk	4,218.00	
TOTAL CONSULTANT	$53,140.00	$53,140.00
Inter-Library Loan:		
Senior Librarian II	$ 5,855.00	
Senior Librarian @ $3.40		
Junior Librarian @ $3.25		
Sr. Librarian Clerk @ $2.15		
Library Clerk @ $1.50		
Total Hours = 5,100 @$2.50	12,750.00	
Other:		
Sr. Library Clerk (new)	1,118.00	
Library Clerk (new)	1,846.00	
TOTAL INTER-LIBRARY LOAN	$21,569.00	$21,569.00

TABLE B-2 (Continued)

MCLS 1967 HEADQUARTERS OPERATING EXPENSES

Book Budget:			
Rotating Program		$10,508.00	
Popular Rotating (towns)	$ 3,208.00		
Popular Rotating (RPL branches)	1,800.00		
Non-Fiction Rotations	1,000.00		
Phono records rotating	4,500.00		
Special Projects		40,903.00	
"Focus" Grants	15,200.00		
Books for Extension Services	500.00		
Magazine, Microtexts	1,000.00		
Packaged Film Kits for Children's Programs	2,400.00		
Subject Grants	10,800.00		
Training Related Grants	3,200.00		
Large Print Books	1,800.00		
Greenaway Plan	4,760.00		
Carryover	1,243.00		
Rochester Public Library Main Library Payments		13,773.00	
Rochester Public Library Inter-Library Loan Payment	6,373.00		
Area Resources payment	7,400.00		
Miscellaneous		5,500.00	
TOTAL BOOK BUDGET - 1967		$70,684.00	$70,684.00

TABLE B-2 (Continued)

MCLS 1967 HEADQUARTERS OPERATING EXPENSES

Miscellaneous Expenses:		
Office and Library Supplies	$ 3,328.00	
Telephone	425.00	
Teletype	2,000.00	
Postage	600.00	
Publicity and Printing	100.00	
Travel and Mileage	2,538.00	
Other Services	4,500.00	
Building Repairs (facsimile transmission)	300.00	
Equipment Maintenance	1,900.00	
Rental of Two Trucks (new)	3,500.00	
Headquarters Equipment	1,450.00	
Equipment Grants	10,600.00*	
Retirement	6,900.00	
Social Security	2,800.00	
Insurance - Trucks	500.00	
Memberships	750.00	
Expenses Chargeable to Others	3,000.00	
TOTAL MISCELLANEOUS EXPENSES	$45,191.00	$ 45,191.00
TOTAL 1967 MCLS HEADQUARTERS OPERATING EXPENSES		$201,209.00

* Total carried over from 1966 supplemental budget.

TABLE B-3

ROCHESTER PUBLIC LIBRARY
ANALYSIS OF ACTUAL EXPENDITURES,* 1965 AND 1966

	Salaries		Other		Total	
	1966	1965	1966	1965	1966	1965
Specialized Services						
Administration	$ 91,050	$ 74,812	$ 5,031	$ 4,260	$ 96,082	$ 79,072
General	---	---	23,592	28,698	23,592	28,698
City Historian	16,580	15,924	1,740	744	18,319	16,698
Circulation Records	48,316	46,349	14,755	14,285	63,071	60,634
Public Relations	26,526	25,455	1,678	1,050	28,204	26,505
Central Processing	171,688	167,553	41,075	35,778	212,763	203,331
Adult Services	11,996	10,635	684	596	12,679	11,231
Extension	60,359	50,645	24,473	12,204	84,832	62,849
	($426,515	$391,373)	($113,028	$97,645)	($539,542	$489,018)
Main Library Public Services						
Main Divisions	369,583	340,544	107,807	101,107	477,390	441,651
Main Maintenance	55,737	50,767	59,223	72,000	114,960	122,767
Children's Service	40,465	34,819	135	---	40,600	34,819
Young Adults' Service	32,966	32,985	---	---	32,966	32,985
	($498,751	$459,115)	($167,165	$173,107)	($665,916	$632,222)
Branch Services						
Genesee	22,397	21,570	9,464	9,013	31,861	30,584
Monroe	28,128	28,079	8,904	7,670	37,032	35,750
Lincoln	28,854	26,221	8,285	7,327	37,139	33,549
Sully	32,752	32,064	9,997	10,969	42,750	43,033
Edgerton	23,618	20,543	9,619	6,407	33,237	26,950
Charlotte	36,646	36,433	10,784	11,697	47,430	48,129
Brighton	29,208	27,815	8,729	6,980	37,937	34,794
Arnett	32,915	29,158	11,227	11,680	44,142	40,837
Portland	27,968	25,008	12,580	11,474	40,566	36,482
Dewey	32,063	30,865	9,716	9,478	41,779	40,342
South	26,724	27,814	8,359	9,224	35,083	37,038
Hudson	30,839	28,518	10,207	10,322	41,047	38,840
	($352,112	$334,088)	($117,689	$112,241)	($470,003	$446,328)
Total	$1,277,378	$1,184,576	$398,082	$382,994	$1,675,461	$1,567,568

*The expenditure categories used in this table are different from those in Table 9 (Estimated RPL Program Budget) on p. 62

TABLE B-4

ROCHESTER PUBLIC LIBRARY ESTIMATED 1967-68 REVENUES[1]

(Not including city appropriation)

Revenue Source			Estimated Amount 67-68
Pioneer-Monroe County Library System Payments			$ 286,255.00
Cash Grant		$ 50,000.00	
Central Processing Charges--		190,000.00	
for Rochester Public Library Books	$63,000.00		
for other MCLS books	90,000.00		
for Pioneer Library System Books	40,000.00		
Delivery Service (100% reimbursed)		13,600.00	
Duplicating Service (50% reimbursed)		6,500.00	
Poster and Display Service (50% reimbursed)		6,870.00	
Rent for Monroe County Library System Space Use		4,800.00	
Monroe County Traveling Library	$1,800.00		
Monroe County Library System Contract	1,000.00		
PLS federal grant programs	2,000.00		
Pioneer Library System Central Library Payments (from four other counties)		2,000.00	
IBM Processing Charges (from those libraries using RPL Circulation recording)		2,800.00	
MCLS reimbursement--Administrative Assistant		3,685.00	
Pioneer Library System Inter-Library Loan Charges		6,000.00*	
City School District Bookmobile Contract			50,909.00
Private funds (approximately $50,000 for Reynolds audio-visual Library)			60,000.00*
Miscellaneous (fines)			60,000.00
Film Use Charges (Reynolds Audio-Visual Library)			35,000.00
New York State Central Library Grant			42,368.00*
Total Estimated Revenues			$534,532.00

[1] Federal Library Construction Grants have not been included.

* Not reflected in regular expense budget.

TABLE B-5

1967 APPROPRIATIONS FOR TOWN AND VILLAGE LIBRARY SERVICES IN MONROE COUNTY

Library	Type	Supporting Municipality	1967 Local Tax Appropn.	Estimated 1967 Population	Appropriation Per Capita
Brighton Memorial	Municipal	T. of Brighton	$30,000	32,663	$ .92
Brockport-Seymour	Municipal	V. of Brockport	16,115	6,996	2.30
		T. of Clarkson	700	3,122	.22
		T. of Sweden*	500	3,163	.16
		T. of Hamlin	260	3,507	.07
Chili	Municipal	T. of Chili	25,774	16,513	1.56
East Rochester	Municipal	V. of E. Rochester	25,003	8,572	2.91
		T. of Pittsford*	9,900	16,073	.61
		T. of Perinton	3,500	25,670	.14
Fairport	School Dist.	Fairport S. Dist.	30,000	20,050	1.50
		T. of Perinton	3,500	25,670	.14
Gates-Robert Abbot Memorial	Municipal	T. of Gates	35,379	21,764	1.63
Greece	Municipal	T. of Greece	54,615#	70,959	.77
Henrietta	Municipal	T. of Henrietta	35,660	24,542	1.45
Hilton	Municipal	T. of Parma	6,600	9,043	.73
		V. of Hilton	5,753	2,079	2.77
Honeoye Falls	Association	T. of Mendon	1,600	4,444	.36
		V. of Hon. Falls	1,200	2,279	.53
Irondequoit	Municipal	T. of Irondequoit	115,775##	65,241	1.77
Ogden	Association	T. of Ogden	12,000	10,735	1.13
Penfield	Association	T. of Penfield	39,230	20,561	1.91
Pittsford Community	Municipal	T. of Pittsford*	39,600	16,073	2.46
		V. of Pittsford	8,000	1,923	4.16
Riga Free	Association	T. of Riga	3,000	3,354	.89
Rush Free	Association	T. of Rush	7,840	3,151	2.49
Scottsville Free	Association	T. of Wheatland	6,700	4,254	1.57
		V. of Scottsville	815	2,057	.43
Webster	Municipal	T. of Webster	33,535	22,677	1.48

*Sweden and Pittsford are the only towns which, when making a partial contribution to a village library, tax only the non-village residents of the town--thus avoiding a double tax of village residents.

#Does not include $22,135.00 in Capital Expenditures.

##Does not include $23,225.00 in Capital Expenditures.

TABLE B-6

1967 RESIDENTIAL TAX BURDEN FOR THE SUPPORT OF TOWN AND VILLAGE LIBRARY SERVICES IN MONROE COUNTY

Municipality	Libraries Supported	Amount of support 1967			Total Per Capita Support
Town of Brighton	Brighton	$30,000			$ .92
Vill of Brockport	Brockport	16,115			2.30
Town of Chili	Chili	25,774			1.56
Town of Clarkson	Brockport	700			.22
*Vill of East Rochester	E. Rochester	25,003	(Vill. of E. Roch.) (Perinton Town--part)	$2.91 .28	3.19
*Fairport School District	Fairport	30,000	(Fairport School (Perinton Town)	1.50 .28	1.78
Town of Gates	Gates	35,379			1.63
Town of Greece	Greece	54,615			.77
Town of Hamlin	Brockport	260			.07
Town of Henrietta	Henrietta	35,660			1.45
*Vill of Hilton	Hilton	5,753	(Vill. of Hilton) (Town of Parma)	2.77 .73	3.50
*Vill of Honeoye Falls	Honeoye Falls	1,200	(Vill. of Honeoye F.) (Town of Mendon)	.53 .36	.89
Town of Irondequoit	Irondequoit	115,775			1.77
Town of Mendon	Honeoye Falls	1,600			.36
Town of Ogden	Ogden	12,000			1.13
Town of Parma	Hilton	6,600			.73
Town of Penfield	Penfield	39,230			1.91
Town of Perinton	E. Rochester	3,500		.14	
	Fairport	3,500		.14	.28
Town of Pittsford≠	Pittsford	39,000			2.46
	E. Rochester	9,900			.61
Vill of Pittsford	Pittsford	8,000			4.16
Town of Riga	Riga	3,000			.89
Town of Rush	Rush	7,840			2.49
*Vill of Scottsville	Scottsville	875	(Vill. of Scottsville) (Town of Wheatland)	.43 1.57	2.00
Town of Sweden≠	Brockport	500			.16
Town of Webster	Webster	33,535			1.48
Town of Wheatland	Scottsville	6,700			1.57

≠ Appropriations by Pittsford (to Pittsford Library) and Sweden (to Brockport Library) are part-town charges, thus avoiding a double tax of village residents in East Rochester and Brockport.

*The towns of Perinton, Parma, Mendon and Wheatland are imposing a double tax on Villages (E. Rochester, Hilton, Honeoye Falls, Scottsville) and School District (Fairport School District)